

*Department of State*

*January*

# bulletin



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# The Department of State bulletin

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## **Report on the Near East**

*Address by Secretary Dulles<sup>1</sup>*

About 3 weeks ago, the Director for Mutual Security, Mr. Harold Stassen, and I and our associates set out, at President Eisenhower's request, on a trip to 12 countries which lie in between the Mediterranean in Europe and China in Asia. I shall give you our country-by-country impressions and then our general conclusions.

First, let me say that everywhere we were well received. This was encouraging, for several of the countries feel that the United States policies have, in recent years, been harmful and even antagonistic to them. The Communists have vigorously exploited this feeling. They staged some hostile demonstrations. But these were inconsequential. The governments received us with warm hospitality, and as we drove through the streets, the people usually greeted us with friendly smiles and applause. The political leaders talked intimately with us, and we gained new friendships and new understanding which will stand us in good stead for the future. Also in each capital I spoke to all of the United States Foreign Service personnel. They are a fine body of men and women of whom we can be proud.

It is high time that the United States Government paid more attention to the Near East and South Asia, which, until our trip, no United States Secretary of State has ever visited. Our postwar attention has been primarily given to Western Europe. That area was and is very important, but not all-important.

It came as a surprising shock when the 450 million Chinese people, whom we had counted as friends, fell under Communist domination. There could be equally dangerous developments in the Near East and South Asia. The situation calls for urgent concern.

The area we visited contains about one-fourth

of the world's population. It represents about one-half of the people of the world who are still free of Communist domination.

The Near East possesses great strategic importance as the bridge between Europe, Asia, and Africa. The present masters of the Kremlin, following the lead of past military conquerors, covet this position. In 1940 Soviet leaders specified, in secret negotiations with the Nazis, that Soviet "territorial aspirations center . . . in the direction of the Indian Ocean and . . . the Persian Gulf."

This area contains important resources vital to our welfare—oil, manganese, chrome, mica, and other minerals. About 60 percent of the proven oil reserves of the world are in the Near East.

Most important of all, the Near East is the source of three great religions—the Jewish, the Christian, and the Moslem—which have for centuries exerted an immense influence throughout the world. Surely we cannot ignore the fate of the peoples who have first perceived and then passed on to us the great spiritual truths from which our own society derives its inner strength.

### **Egypt and the Suez Base**

Our first stop was in Egypt. There we had 3 days in which to get acquainted with General Naguib, who heads the Government. He is a popular hero, and I could readily see why. He and his associates are determined to provide Egypt with a vigorous government which will truly serve the people. Also, they seek to end the stationing of British troops and exercise of British authority at the Suez base.

Before we arrived in Egypt, a very tense situation had developed between the British and the Egyptian Governments. Conversations looking to an orderly withdrawal of British troops had been suspended, and there was danger that hostilities would break out.

We discussed the situation with General Naguib. The heart of the trouble is not so much the pres-

<sup>1</sup> Delivered to the Nation over radio and television networks on June 1 and released to the press (no. 299) on the same date. Also printed as Department of State publication 5088.

ence of British troops, for both sides agreed that they should be withdrawn, but the subsequent authority over and management of this gigantic base, its airstrips, and its depots of supplies. Experienced administrative and technical personnel is needed to keep the base in operating efficiency and the provision of this personnel causes difficulty. The matter has an importance which goes beyond Egypt, for the base serves all Near Eastern and indeed Western security.

I am convinced that there is nothing irreconcilable between this international concern and Egyptian sovereignty. We asked, with some success, that there be further time to find a peaceful solution. The United States is prepared to assist in any desired way.

Egypt stands at the threshold of what can be a great new future. If this Suez problem can be satisfactorily solved, I am confident that Egypt can find the means to develop its land and lift up its people and add a new bright chapter to a glorious past.

#### **Israel, Jerusalem, and Refugees**

Next we went to Israel. We were impressed by the vision and supporting energy with which the people are building their new nation. Inspired by a great faith, they are now doing an impressive work of creation. They face hard internal problems, which I believe they can solve. Furthermore, the Prime Minister, Ben Gurion, and other Israeli officials asserted convincingly their desire to live at peace with their Arab neighbors.

Jerusalem is divided into armed camps split between Israel and the Arab nation of Jordan. The atmosphere is heavy with hate. As I gazed on the Mount of Olives, I felt anew that Jerusalem is, above all, the holy place of the Christian, Moslem, and Jewish faiths. This has been repeatedly emphasized by the United Nations. This does not necessarily exclude some political status in Jerusalem for Israel and Jordan. But the world religious community has claims in Jerusalem which take precedence over the political claims of any particular nation.

Closely huddled around Israel are most of the over 800,000 Arab refugees, who fled from Palestine as the Israeli took over. They mostly exist in makeshift camps, with few facilities either for health, work, or recreation. Within these camps the inmates rot away, spiritually and physically. Even the Grim Reaper offers no solution, for as the older die, infants are born to inherit their parents' bitter fate.

Some of these refugees could be settled in the area presently controlled by Israel. Most, however, could more readily be integrated into the lives of the neighboring Arab countries. This, however, awaits on irrigation projects, which will permit more soil to be cultivated.

Throughout the area the cry is for water for irrigation. United Nations contributions and other funds are available to help refugees, and Mr. Stassen and I came back with the impression that they can well be spent in large part on a coordinated use of the rivers which run through the Arab countries and Israel.

#### **Jordan**

Irrigation needs became most vivid as we motored from Jerusalem to Amman, the capital of Jordan. The road goes through the Dead Sea area, a scene of desolation with no sign of life other than the tens of thousands of refugees who survive precariously on the parched land largely by aid of United Nations doles. Later on, as we flew north, we observed the waters of the Yarmak River, which could perhaps be diverted so as to return some of this vast desert valley into fertile land.

At Amman we dined with the charming and able new King Husein and his Government. They are preoccupied with the problem of refugees and of relations with Israel. The inflow of refugees has almost doubled the population, and the long armistice line with Israel gives rise to frequent and dangerous shooting episodes.

#### **Syria, Lebanon, Iraq, and Saudi Arabia**

From Jordan we went to Syria. There we were impressed by General Shishakli. He is eager to develop the resources of his country, which are substantial. Thus, the living standards of the Syrian people could be raised. This would, in turn, enable them to receive more refugees into a land which relatively is sparsely populated.

From Damascus, the capital of Syria, we motored to Beirut, the capital of Lebanon. The road took us over a mountain range, with refreshing snow in sharp contrast to the heat of the desert plains.

You will recall that Beirut is the home of the American University, which has educated many of the Arab leaders of today. President Chamoun of Lebanon talked to us of his high hopes for his country and pointed to the role it might play, representing uniquely a meeting of East and West.

Leaving Lebanon for Iraq, we flew over the Tigris and Euphrates Valleys. This was the site of the Garden of Eden. Under its new ruler, King Faisal—who visited the United States last summer—the Government of Iraq is beginning to develop these valleys and restore their former productivity. The revenues from the oil production are being largely directed to this and other construction purposes. Iraq can be, and desires to be, the granary for much of this part of the world.

In Saudi Arabia we were received by King Ibn Saud, one of the great Near Eastern figures of this century, conspicuous in his dignity and singleness of purpose. He is a good friend of the United

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States, as he has shown by deeds. Our policy will be to reciprocate this friendship. In Saudi Arabia Americans and Arabs are working together in good fellowship in the vast oil fields of the country. It is a good relationship.

#### India and Pakistan

We left the Arab area to go first to India and then to Pakistan. These two nations, although independent for less than 6 years, already play an influential part in world affairs.

In India I met again with Mr. Nehru, one of the great leaders of our time. We had long conversations together in the intimacy of his home. His calm demeanor and lofty idealism impressed me. We reviewed together the international problems which concern both our countries, including the problem of a Korean armistice and the threat to Southeast Asia. We did not always agree, but we did clear up some misunderstandings and, I felt, gained respect for the integrity of our respective purposes. India is now supporting the armistice position of the United Nations Command in Korea.

Mr. Stassen and I also obtained a clearer view of the Government of India's 5-year program to improve the welfare of the Indian people.

India is the world's largest self-governing nation. It has about 2,000 miles of common boundary with Communist China. There is occurring between these two countries a competition as to whether ways of freedom or police-state methods can achieve better social progress. This competition affects directly 800 million people in these 2 countries. In the long run, the outcome will affect all of humanity, including ourselves. Our interest fully justifies continuing, on a modest scale, some technical assistance and external resources to permit India to go on with its 5-year plan.

Pakistan is the largest of the Moslem nations and occupies a high position in the Moslem world. The strong spiritual faith and martial spirit of the people make them a dependable bulwark against communism.

The new Prime Minister, Mohammed Ali, whom we recently knew as Ambassador to Washington, energetically leads the new Government. We met with a feeling of warm friendship on the part of the people of Pakistan toward the United States.

A grave and immediate problem is the shortage of wheat. Without large imports, widespread famine conditions will ensue. Last year we helped India in a similar emergency. I believe that prompt United States wheat assistance to Pakistan is essential.

It is not possible to think about United States aid without also thinking that these countries cannot afford to waste their efforts in quarreling with each other and diverting their strength for possible use against each other.

That thought applies to the dispute between India and Pakistan about Kashmir. It is my impression from my conversations with the Prime Ministers of India and Pakistan that this controversy can be settled. Surely it needs to be settled. We tried, tactfully but firmly, to make clear that the United States, as a friend of both countries, hopes for an accord which would make more fruitful such economic aid as we render.

#### Iran

It was not practical to include Iran in our schedule. However, we arranged that our Ambassador to Iran should meet us in Pakistan. Iran is now preoccupied with its oil dispute with Great Britain. But still the people and the Government do not want this quarrel to expose them to Communist subversion. They have not forgotten the Soviet occupation of 1941-1946.

The United States will avoid any unwanted interference in the oil dispute. But we can usefully continue technical aid and assistance to this agricultural nation of Iran and in that way perhaps help prevent an economic collapse which would play into the hands of predatory forces.

#### Turkey, Greece, and Libya

After Pakistan, we went to Turkey and Greece. These two countries have clearly demonstrated their intent to stand steadfast against Communist aggression and subversion. Despite their heavy commitments to NATO, both countries have contributed valiantly to the United Nations efforts in Korea.

We, in turn, plan to continue to help Greece and Turkey to grow stronger. They are valiant in spirit and hold a strategic position in Europe and Asia which enables them to help us. While in Greece I dined with the King and Queen and passed on to this charming couple President Eisenhower's invitation that they visit us this fall.

Our last stop before returning to the United States was Libya, the newest member of the family of nations. This country is located at a key spot on the North African coast on the Mediterranean. It has recently become an independent nation by action of the United Nations. Libya is cooperating with the United States and the United Kingdom in strengthening its own defenses and those of the Mediterranean area.

Let me turn now to conclusions.

1. *Colonialism.* Most of the peoples of the Near East and South Asia are deeply concerned about political independence for themselves and others. They are suspicious of the colonial powers. The United States too is suspect because, it is reasoned, our NATO alliance with France and Britain requires us to try to preserve or restore the old colonial interests of our allies.

I am convinced that United States policy has

become unnecessarily ambiguous in this matter. The leaders of the countries I visited fully recognize that it would be a disaster if there were any break between the United States and Great Britain and France. They don't want this to happen. However, without breaking from the framework of Western unity, we can pursue our traditional dedication to political liberty. In reality, the Western powers can gain, rather than lose, from an orderly development of self-government.

I emphasize, however, the word "orderly." Let none forget that the Kremlin uses extreme nationalism to bait the trap by which it seeks to capture the dependent peoples.

2. *Living Standards.* The peoples of the Near East and Asia demand better standards of living, and the day is past when their aspirations can be ignored. The task is one primarily for the governments and the peoples themselves. In some cases they can use their available resources, such as oil revenues, to better advantage. There are, however, ways in which the United States can usefully help, not with masses of money but by contributing advanced technical knowledge about transport, communication, fertilization, and use of water for irrigation. Mr. Stassen and I feel that money wisely spent for this area under the mutual security program will give the American people a good return in terms of better understanding and cooperation.

3. *Arab Good Will.* The United States should seek to allay the deep resentment against it that has resulted from the creation of Israel. In the past we had good relations with the Arab peoples. American educational institutions had built up a feeling of good will, and also American businessmen had won a good reputation in this area. There was mutual confidence to mutual advantage.

Today the Arab peoples are afraid that the United States will back the new State of Israel in aggressive expansion. They are more fearful of Zionism than of communism, and they fear lest the United States become the backer of expansionist Zionism.

<sup>2</sup> Full text of the Declaration is as follows:

"The Governments of the U.S., Kingdom, France, and the United States, having had occasion during the recent Foreign Ministers meeting in London to review certain questions affecting the peace and stability of the Arab states and of Israel, and particularly that of the supply of arms and war material to these states, have resolved to make the following statements:

1. The three Governments recognize that the Arab states and Israel all need to maintain a certain level of armed forces for the purposes of assuring their internal security and their legitimate self-defense and to permit them to play their part in the defense of the area as a whole. All applications for arms or war material for these countries will be considered in the light of these principles. In this connection the three Governments wish to recall and reaffirm the terms of the statements made by their representatives on the Security Council on August 4, 1949, in which they declared their opposition to the development of an arms race between the Arab states and Israel.

On the other hand, the Israeli fear that ultimately the Arabs may try to push them into the sea.

In an effort to calm these contradictory fears the United States joined with Britain and France in a Declaration of May 25, 1950, which stated that "the three Governments, should they find that any of these states (of the Near East) was preparing to violate frontiers or armistice lines, would, consistently with their obligations as members of the United Nations, immediately take action, both within and outside the United Nations, to prevent such violation."<sup>2</sup> That Declaration when made did not reassure the Arabs. It must be made clear that the present U.S. administration stands fully behind that Declaration. We cannot afford to be distrusted by millions who could be sturdy friends of freedom. They must not further swell the ranks of Communist dictators.

The leaders in Israel themselves agreed with us that United States policies should be impartial so as to win not only the respect and regard of the Israeli but also of the Arab peoples. We shall seek such policies.

4. *Peace Between Israel and the Arab Nations.* There is need for peace in the Near East. Today there is an uneasy military armistice between Israel and the Arab States, while economic warfare is being conducted by the Arab States, in retaliation for alleged Israeli encroachments. The area is enfeebled by fear and by wasteful measures which are inspired by fear and hate.

Israel should become part of the Near East community and cease to look upon itself, or be looked upon by others, as alien to this community. This is possible. To achieve it will require concessions on the part of both sides. But the gains to both will far outweigh the concessions required to win those gains.

The parties concerned have the primary responsibility of bringing peace to the area. But the United States will not hesitate by every appropriate means to use its influence to promote a step-by-step reduction of tension in the area and the conclusion of ultimate peace.

2. The three Governments declare that assurances have been received from all the states in question, to which they permit arms to be supplied from their countries, that the purchasing state does not intend to undertake any act of aggression against any other state. Similar assurances will be requested from any other state in the area to which they permit arms to be supplied in the future.

3. The three Governments take this opportunity of declaring their deep interest in and their desire to promote the establishment and maintenance of peace and stability in the area and their unalterable opposition to the use of force or threat of force between any of the states in that area. The three Governments, should they find that any of these states was preparing to violate frontiers or armistice lines, would, consistently with their obligations as members of the United Nations, immediately take action, both within and outside the United Nations, to prevent such violation."

The above Declaration was first printed in the BULLETIN of June 5, 1950, p. 886.

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5. *Middle East Defense Organization.* A Middle East Defense Organization is a future rather than an immediate possibility. Many of the Arab League countries are so engrossed with their quarrels with Israel or with Great Britain or France that they pay little heed to the menace of Soviet communism. However, there is more concern where the Soviet Union is near. In general, the northern tier of nations shows awareness of the danger.

There is a vague desire to have a collective security system. But no such system can be imposed from without. It should be designed and grow from within out of a sense of common destiny and common danger.

While awaiting the formal creation of a security association, the United States can usefully help strengthen the interrelated defense of those countries which want strength, not as against each other or the West, but to resist the common threat to all free peoples.

6. *Friendly Understanding.* In conclusion, let me recall that the primary purpose of our trip was

to show friendliness and to develop understanding. These peoples we visited are proud peoples who have a great tradition and, I believe, a great future. We in the United States are better off if we respect and honor them, and learn the thoughts and aspirations which move them. It profits nothing merely to be critical of others.

President Eisenhower's administration plans to make friendship—not faultfinding—the basis of its foreign policy. President Eisenhower brought with him from Europe an unprecedented measure of understanding and personal friendships. Before he was inaugurated, he went to Korea. Twice since inauguration, Mr. Stassen and I have been to Europe. Now we have been to the Near East and South Asia. Later this month, the President's brother, Dr. Milton Eisenhower, and Assistant Secretary of State Cabot will go to South America.

Thus your Government is establishing the worldwide relationships and gathering the information which will enable us better to serve you, the American people.

## President's Letter to Syngman Rhee on Proposed Korean Armistice

*Following is the text of a letter dated June 6 from the President to Syngman Rhee, President of the Republic of Korea:*

DEAR MR. PRESIDENT:

I received on June 2 the cabled text of your communication dated May 30.<sup>1</sup> I have given it the careful and sympathetic consideration it deserves.

The Republic of Korea has engaged all of its resources, human and material, in a struggle which will go down in history as one of the epic struggles of all time. You have dedicated your all without reservation to the principle that human liberty and national liberty must survive against Communist aggression, which tramples upon human dignity and which replaces national sovereignty with a humiliating satellite status. The principles for which your nation has fought and for which so many of your youth have died are principles

which defend free men and free nations everywhere.

The United States has stood with you, and with you we have fought for those principles, as part of the United Nations Command. The blood of your youth and our youth has been poured out on the altar of common sacrifice. Thereby we have demonstrated not only our dedication to the cause of human freedom and political liberty, but also our dedication to an equally important principle which is that there cannot be independence without interdependence, and there cannot be human liberty except as men recognize that they are bound together by ties of common destiny.

The moment has now come when we must decide whether to carry on by warfare a struggle for the unification of Korea or whether to pursue this goal by political and other methods.

The enemy has proposed an armistice which involves a clear abandonment of the fruits of aggression. The armistice would leave the Republic of Korea in undisputed possession of

<sup>1</sup> Not printed here.

substantially the territory which the Republic administered prior to the aggression, indeed this territory will be somewhat enlarged.

The proposed armistice, true to the principle of political asylum, assures that the thousands of North Koreans and Communist Chinese prisoners in our hands, who have seen liberty and who wish to share it, will have the opportunity to do so and will not be forcibly sent back into Communist areas. The principle of political asylum is one which we could not honorably surrender even though we thereby put an earlier end to our own human and material losses. We have suffered together many thousands of casualties in support of this principle.

It is my profound conviction that under these circumstances acceptance of the armistice is required of the United Nations and the Republic of Korea. We would not be justified in prolonging the war with all the misery that it involves in the hope of achieving, by force, the unification of Korea.

The unification of Korea is an end to which the United States is committed, not once but many times, through its World War II declarations and through its acceptance of the principles enunciated in reference to Korea by the United Nations. Korea is unhappily not the only country which remains divided after World War II. We remain determined to play our part in achieving the political union of all countries so divided. But we do not intend to employ war as an instrument to accomplish the world-wide political settlements to which we are dedicated and which we believe to be just. It was indeed a crime that those who attacked from the North invoked violence to unite Korea under their rule. Not only as your official friend but as a personal friend I urge that your country not embark upon a similar course.

There are three major points I would like to make to you:

1. The United States will not renounce its efforts by all peaceful means to effect the unification of Korea. Also as a member of the United Nations we shall seek to assure that the United Nations continues steadfast in its determination in this respect. In the political conference which will follow an armistice that will be our central objective. The United States intends to consult with your Government both before and during such a conference and expects the full participation of your Government in that conference.

2. You speak of a mutual defense pact. I am prepared promptly after the conclusion and acceptance of an armistice to negotiate with you a mutual defense treaty along the lines of the treaties heretofore made between the United States and the Republic of the Philippines, and the United States and Australia and New Zealand. You may recall that both of these treaties speak

of "the development of a more comprehensive system of regional security in the Pacific area." A security pact between the United States and the Republic of Korea would be a further step in that direction. It would cover the territory now or hereafter brought peacefully under the administration of the ROK. Of course you realize that under our constitutional system, any such treaty would be made only with the advice and consent of the Senate. However, the action which the United States has heretofore taken, and the great investment of blood and treasure which has already been made for the independence of Korea are certainly clear indications of American temper and intentions not to tolerate a repetition of unprovoked aggression.

3. The United States Government, subject to requisite Congressional appropriations, will be prepared to continue economic aid to the Republic of Korea which will permit in peace a restoration of its devastated land. Homes must be rebuilt. Industries must be reestablished. Agriculture must be made vigorously productive.

The preamble of the Constitution of the United States states the goals of our people, which I believe are equally the goals of the brave people of Korea, namely "to form a more perfect union, establish justice, insure domestic tranquillity, provide for the common defense, promote the general welfare, and secure the blessings of liberty." Manifestly, not all of these conditions now prevail in Korea. Moreover, in existing circumstances they cannot be achieved either by prolongation of the present conflict or by reckless adventure with a new one. Only by peaceful means can these things be achieved.

With the conclusion of an armistice the United States is prepared to join with the Republic of Korea to seek for Korea these ends. We believe that in Korea there should be a more perfect union and, as I say, we shall seek to achieve that union by all peaceful methods. We believe that there should be domestic tranquillity and that can come from the end of fighting. There should be provision for the defense of Korea. That will come from the mutual security treaty which we are prepared to make. The general welfare should be advanced and that will come from your own peacetime efforts and from economic assistance to your war-torn land. Finally, a peaceful settlement will afford the best opportunity to bring to your people the blessings of liberty.

I assure you, Mr. President, that so far as the United States is concerned, it is our desire to go forward in fellowship with the Republic of Korea. Even the thought of a separation at this critical hour would be a tragedy. We must remain united.

Sincerely,

DWIGHT D. EISENHOWER.

Department of State Bulletin

## New Escapee Program In Austria

by Llewellyn E. Thompson  
Ambassador to Austria<sup>1</sup>

The concept of the fundamental dignity of the individual is basic in our Western culture—it is indeed one of the firm foundations upon which our society rests. When governments, usurping and maintaining power in defiance of the will of the people they rule, infringe upon or deny the basic human rights of the individual, we find the victims seeking in increasing numbers to escape from conditions they can no longer abide.

In the free world, where political opposition to government is accepted and expected, the political refugee is granted shelter and asylum as a matter of course.

But more than asylum is needed—we must give adequate and sympathetic support, moral and physical, to those who have come to us as refugees. And that is the purpose and goal of the program being initiated here today.

This center constitutes a shelter and a way station on the road to a new life. Under this roof, men and women and even children, who just a short time ago knew the terror of a godless system and the constant fear of political arrest, are preparing to enter a new life of dignity and peaceful endeavor. In this place they can pursue their religious faiths, continue their education, and prepare themselves for useful occupations of their own choice.

We are not alone in this work. Responding to the initiative of the U.S. Government, the Government of Austria has been very active in establishing this reception center. It has staffed the camp with experienced personnel and provided the basic food, fuel, and equipment. Let me add that this is but a small portion of the generous contribution which the Austrian people have made toward easing the burdens of refugees. It gives me great pleasure to commend the sympathetic and efficient manner in which this problem has been met and the spirit of cooperation which has been so consistently translated into fruitful deeds.

We recognize that Austria is burdened with the problem of providing asylum for thousands of other refugees, including those of German ethnic origin. The establishment and financing by the American Government of a special program will relieve this problem by supporting the resettlement and re-establishment of escapees overseas. In the few short weeks that this center has been occupied, over 50 escapees have traveled from Wels to countries in the Western Hemisphere. Programs are under way to improve the health, morale, and technical knowledge of those who re-

main to be settled elsewhere so that they may soon follow to new homes of their own choosing abroad. The introduction and implementation of these programs are only possible through the skillful participation on the part of the voluntary agencies.

Here then, in these modest surroundings, it can truly be said a new life begins.

The presence here today of so many of the persons engaged in this humanitarian effort is proof to escapees that they are not a forgotten people. It is proof that the victims of tyranny are the abiding concern of all who respect human liberty anywhere.

## U.S. Representative on Board for Validation of German Bonds

The Department of State announced on May 29 (press release 298) the appointment of Douglas William Hartman to be the U.S. representative on the Board for the Validation of German Dollar Bonds. The German Government has selected Walter Reusch as the German representative on the Board. The chairman, who will be a U.S. citizen, has not yet been selected.

The Validation Board was created by an agreement between the United States and the Federal Republic of Germany signed February 27, 1953,<sup>1</sup> which established the procedures to be followed in the United States for validating German dollar bonds. The Board will sit in New York City and is expected to begin its operations, involving approximately one million bonds of an estimated value of \$700 million, in the near future. At the present time it is engaged in making necessary administrative arrangements preparatory to entering upon the discharge of its duties.

Pending the commencement of validation, bondholders are being urged to hold their securities until the Board issues appropriate public announcements in newspapers and periodicals of general circulation, informing bondholders of the steps to be taken to have their bonds validated.

The Validation Board will carry out an operation believed to be unique in the field of international finance. Under the procedure provided for in the agreement of February 27, 1953, the Board is authorized to validate German dollar bonds which were outside Germany on January 1, 1945. This twofold criterion of time and place is the sole test which the Board will apply in determining whether the bonds submitted to it shall be validated. This does not mean that this is the only way U.S. bondholders can obtain validation. Holders of lawfully acquired securities who cannot establish that they were outside Germany on the required date may apply for validation under the procedures established in the Federal Republic of Germany.

<sup>1</sup> Remarks made on May 28 at the opening at Wels, Austria, of a new reception center jointly established by the Governments of the United States and Austria for escapees from Soviet-dominated countries.

<sup>1</sup> BULLETIN OF Mar. 9, 1953, p. 376.

The objectives of the program are to render invalid an estimated \$350 million of German dollar bonds retired for cancellation by the German Government and seized by the Soviet armed forces when they captured Berlin at the end of World War II, and to validate the remainder of such bonds. The valid securities will thus be able to be restored to the U.S. markets and the holders will become eligible for the benefits provided under the German debt settlement. The Board will coordinate its activities closely with the depositaries, trustees and paying agents, the stock exchanges, the Securities and Exchange Commission in this country, and with the issuers and the German validation agencies in the Federal Republic.

The Board will take its decisions by joint action if the U.S. and German members are in agreement. Where they are not in agreement the chairman will decide, and his decision will constitute the decision of the Board. The Board is already at work planning the preliminary phases of the validation program. During this initial stage the Board will be occupied with such tasks as the staffing of its office, the selection of depositaries for the safe-keeping and processing of bonds, the preparation of registration forms for bondholders to fill out in applying for validation, the distribution of these forms to banks throughout the United States, and the issuance of public announcements which, in addition to appearing in newspapers and periodicals of general circulation, will also be distributed to all banks, brokers, and securities dealers, advising bondholders of the procedure they should follow in applying for validation. The Board is making every effort to complete these and similar administrative details as soon as possible so that the commencement of the validation program may be announced at an early date.

## **U.S. Claimants to German Assets in Switzerland**

Press release 308 dated June 3

The Department of State has been informed through the American Legation at Bern that claimants under Article 7 of the Swiss-German Agreement, which became effective March 20, 1953, must file their claims by June 29, 1953, unless they have been notified otherwise personally by the Swiss Compensation Office.<sup>1</sup>

Article 7 of the Swiss-German Agreement provides that the Swiss Compensation Office, an agency of the Swiss Government, is required to "despatch requests in an appropriate manner to all owners of property in Switzerland asking them to apply, personally or through agents, within two months from publication of such requests for the

<sup>1</sup> For previous information, see BULLETIN of Sept. 8, 1952, pp. 364 and 363; *ibid* May 4, 1953, p. 654.

unblocking of their property according to Article 5."

Under Article 5 of the Swiss-German Agreement protection is afforded to persons having interests in German assets in Switzerland, in general, as follows:

1. Persons having assets of a total value of less than 10,000 Swiss francs.
2. Persons who on February 16, 1945, were dual U.S.-German nationals, provided that the United States supports their claim.
3. Persons deprived of life, or substantially of liberty, or of full citizenship rights under Nazi discriminatory laws.
4. Persons who can prove by certain certified statements that their property in Switzerland was returned to them pursuant to the laws in Germany on restitution.
5. Non-German persons having a 25 percent or more interest in firms organized under German law, which firms have assets in Switzerland.
6. Non-German beneficiaries of a family foundation.

## **MSA Productivity Allotment to Italy**

The allotment of \$22 million to Italy to make possible an expansion of the drive to increase productivity and production in Italian industry and agriculture was announced on May 26 by the Mutual Security Agency in Washington and Rome.

Major provisions of the new program, developed by MSA and the Italian Government, provide for the establishment of a revolving fund for loans to small- and medium-size industrial and distributive firms cooperating in the productivity program, and a special fund to stimulate construction of workers' homes by housing cooperatives organized by free-trade unions. The workers' housing program is intended to provide demonstration projects of modern quality construction at the lowest possible unit-cost.

The new aid-grant also will make possible broadened activities of the Italian national productivity committee, continued support for the technical-assistance program, establishment of a research and education fund to assist productivity projects in these fields, and necessary funds for Italian participation in the European Productivity Agency established May 1 by the Organization for European Economic Cooperation (OEEC).

To finance these segments of the expanded productivity program, the Italian Government is setting aside the equivalent of \$22 million in lire counterpart funds.

Italy is the fifth Western European country to conclude a special productivity agreement with MSA as provided for by amendments to the Agency's legislation. Others are the United Kingdom, Western Germany, the Netherlands, and Denmark.

# Air Transport Agreement With Cuba

Press release 290 dated May 28

The Department of State on May 26 announced the signing at Habana, Cuba, by Dr. Miguel Angel de la Campa, Minister of State, Dr. Pablo Carrera Justiz, Minister of Communications and Transport of the Cuban Government, and U.S. Ambassador Willard L. Beaulac of a bilateral air-transport agreement between the United States and the Republic of Cuba. This agreement is substantially the same as that negotiated by the United States with more than 40 other countries.

The text of the agreement follows:

## AIR TRANSPORT AGREEMENT BETWEEN THE GOVERNMENT OF THE UNITED STATES OF AMERICA AND THE GOVERNMENT OF THE REPUBLIC OF CUBA

The Government of the United States of America and the Government of the Republic of Cuba

Desiring to conclude an Agreement for the purpose of promoting direct air communications between their respective territories,

Have accordingly appointed authorized representatives for this purpose, who agreed as follows:

### ARTICLE 1

For the purposes of the present Agreement, and its Annex, except where the text provides otherwise:

(a) The term "aeronautical authorities" shall mean in the case of the United States of America, the Civil Aeronautics Board and any person or agency authorized to perform the functions exercised at the present time by the Civil Aeronautics Board, and, in the case of the Republic of Cuba, the Junta de Aeronautica Civil and any person or agency authorized to perform the functions exercised at present by the said Organization.

(b) The term "designated airlines" shall mean those airlines that the aeronautical authorities of one of the contracting parties have communicated in writing to the aeronautical authorities of the other contracting party that they are the airlines that it has designated in conformity with Article 3 of the present Agreement for the routes specified in such designation.

(c) The term "territory" shall have the meaning given to it by Article 2 of the Convention on International Civil Aviation, signed at Chicago on December 7, 1944.

(d) The definitions contained in paragraphs *a*, *b*, and *d* of Article 96 of the Convention on International Civil Aviation signed at Chicago on December 7, 1944 shall be applied to the present Agreement.

### ARTICLE 2

Each contracting party grants to the other contracting party the rights specified in the Annex hereto necessary for establishing the international civil air routes and services therein described, whether such services be inaugurated immediately or at a later date at the option of the contracting party to whom the rights are granted.

### ARTICLE 3

Each of the air services so described may be placed in operation as soon as the contracting party to whom the rights have been granted by Article 2 to designate an airline or airlines for the route concerned has authorized an airline for such route, and the contracting party granting the rights shall, subject to Article 7 hereof, be bound to give the appropriate operating permission to the airline or airlines concerned; provided that the airlines so designated may be required to qualify before the competent aeronautical authorities of the contracting party granting

the rights under the laws and regulations normally applied by these authorities before being permitted to engage in the operations contemplated by this agreement; and provided that in areas of hostilities or of military occupation, or in areas affected thereby such operations shall be subject to the approval of the competent military authorities.

### ARTICLE 4

In order to prevent discriminatory practices and to assure equality of treatment, both contracting parties agree that:

(a) Each of the contracting parties may impose or permit to be imposed just and reasonable charges for the use of public airports and other facilities under its control. Each of the contracting parties agrees, however, that these charges shall not be higher than would be paid for the use of such airports and facilities by its national aircraft engaged in similar international services.

(b) Fuel, lubricating oils and spare parts introduced into the territory of one contracting party by the other contracting party or its nationals, and intended solely for use by aircraft of the airline of such contracting party shall, with respect to the imposition of customs duties, inspection fees or other national duties or charges by the contracting party whose territory is entered, be accorded the same treatment as that applying to national airlines and to airlines of the most-favored-nation.

(c) The fuel, lubricating oils, spare parts, regular equipment and aircraft stores retained on board civil aircraft of the airlines of one contracting party authorized to operate the routes and services described in the Annex shall, upon arriving in or leaving the territory of the other contracting party, be exempt from customs, inspection fees or similar duties or charges, even though such supplies be used or consumed by such aircraft on flights in that territory.

### ARTICLE 5

Certificates of airworthiness, certificates of competency and licenses issued or rendered valid by one contracting party, and still in force, shall be recognized as valid by the other contracting party for the purpose of operating the routes and services described in the Annex, provided that the requirements under which such certificates or licenses were issued or rendered valid are equal to or above the minimum standards which may be established pursuant to the Convention on International Civil Aviation. Each contracting party reserves the right, however, to refuse to recognize, for the purpose of flight above its own territory, certificates of competency and licenses granted to its own nationals by another State.

### ARTICLE 6

(a) The laws and regulations of one contracting party relating to the admission to or departure from its territory of aircraft engaged in international air navigation, or to the operations and navigation of such aircraft while within its territory, shall be applied to the aircraft of the airlines designated by the other contracting party, and shall be complied with by such aircraft upon entering or departing from or while within the territory of the first party.

(b) The laws and regulations of one contracting party as to the admission to or departure from its territory of passengers, crew, or cargo of aircraft, such as regulations relating to entry, clearance, immigration, passports, customs, and quarantine shall be complied with by or on behalf of such passengers, crew or cargo of the other contracting party upon entrance into or departure from, or while within the territory of the first party.

### ARTICLE 7

Notwithstanding the provisions of Article 10 hereof, each contracting party reserves the right to withhold or revoke, after thirty (30) days prior notice to the other contracting party, the exercise of the rights specified in

the Annex to this Agreement by an airline designated by the other contracting party in the event that it is not satisfied that substantial ownership and effective control of such airlines are vested in nationals of the other contracting party, or in case of failure by such airline, or the Government designating such airlines, to comply with the laws and regulations referred to in Article 6 hereof, or otherwise to perform its obligations hereunder, or to fulfill the conditions under which the rights are granted in accordance with this Agreement and its Annex. In the event of action by one contracting party under this Article, the right of the other contracting party to request consultation pursuant to Article 11 shall not be prejudiced.

#### ARTICLE 8

This Agreement and all contracts connected therewith shall be registered with the International Civil Aviation Organization.

#### ARTICLE 9

Existing rights and privileges relating to air transport services which may have been granted previously by either of the contracting parties to an airline of the other contracting party shall continue in force according to their terms.

#### ARTICLE 10

Either of the contracting parties may at any time notify the other of its intention to terminate the present Agreement. Such a notice shall be sent simultaneously to the International Civil Aviation Organization. In the event such communication is made this Agreement shall terminate one year after the date of receipt of the notice to terminate, unless by agreement between the contracting parties the communication under reference is withdrawn before the expiration of that time. If the other contracting party fails to acknowledge receipt, notice shall be deemed as having been received 14 days after its receipt by the International Civil Aviation Organization.

#### ARTICLE 11

In the event either of the contracting parties considers it desirable to modify the routes or conditions set forth in the Agreement and attached Annex, it may request consultation between the competent authorities of both contracting parties, such consultation to begin within a period of sixty days from the date of the request. When these authorities mutually agree on new or revised conditions affecting the Annex, their recommendations on the matter will come into effect after they have been confirmed by an exchange of diplomatic notes.

#### ARTICLE 12

If a general multilateral air transport Convention accepted by both contracting parties enters into force, the present Agreement shall be amended so as to conform with the provisions of such Convention.

#### ARTICLE 13

Except as otherwise provided in this Agreement or its Annex, any dispute between the contracting parties relative to the interpretation or application of this Agreement or its Annex, which cannot be settled through consultation, shall be submitted for an advisory report to a tribunal of three arbitrators, one to be named by each contracting party, and the third to be agreed upon by the two arbitrators so chosen, provided that such third arbitrator shall not be a national of either contracting party. Each of the contracting parties shall designate an arbitrator within two months of the date of delivery by either party to the other party of a diplomatic note requesting arbitration of a dispute; and the third arbitrator shall be agreed upon within one month after such period of two months.

If either of the contracting parties fails to designate its own arbitrator within two months, or if the third

arbitrator is not agreed upon within the time limit indicated, either party may request the President of the International Civil Aviation Organization to make the necessary appointment or appointments by choosing the arbitrator or arbitrators.

The contracting parties will use their best efforts under the powers available to them to put into effect the opinion expressed in any such advisory report. A moiety of the expenses of the arbitral tribunal shall be borne by each party.

#### ARTICLE 14

Changes made by either contracting party in the routes described in the schedules attached except those which change the points served by these airlines in the territory of the other contracting party shall not be considered as modifications of the Annex. The aeronautical authorities of either contracting party may therefore proceed unilaterally to make such changes, provided, however, that notice of any change is given without delay to the aeronautical authorities of the other contracting party.

If such other aeronautical authorities find that, having regard to the principles set forth in Section VII of the Annex to the present Agreement, interests of their airline or airlines are prejudiced by the carriage by the airline or airlines of the first contracting party of traffic between the territory of the second contracting party and the new point in the territory of the third country, the authorities of the two contracting parties shall consult with a view to arriving at a satisfactory agreement.

#### ARTICLE 15

This Agreement, including the provisions of the Annex thereto, shall come into force on the day on which notice of its ratification by the Government of the Republic of Cuba is given to the Government of the United States of America.

IN WITNESS WHEREOF, the undersigned, being duly authorized by their respective Governments, have signed the present agreement.

Done at the city of Habana in duplicate, in the English and Spanish texts, both equally authentic, this twenty-sixth day of May 1953.

For the Government of the United States of America:

WILLARD L. BEAULAC

For the Government of the Republic of Cuba:

MIGUEL ANGEL DE LA CAMPAGNA

PABLO CARRERA JUSTIZ

#### ANNEX

#### SECTION I

The Government of the Republic of Cuba grants to the Government of the United States of America the right to conduct air transport services by one or more airlines of United States nationality designated by the latter country on the routes, specified in Schedule One attached, which transit or serve commercially the territory of the Republic of Cuba.

#### SECTION II

The Government of the United States of America grants to the Government of the Republic of Cuba the right to conduct air transport services by one or more airlines of Cuban nationality designated by the latter country on the routes, specified in Schedule Two attached, which transit or serve commercially the territory of the United States of America.

#### SECTION III

One or more airlines designated by each of the contracting parties under the conditions provided in this Agreement will enjoy, in the territory of the other contracting party, rights of transit and of stops for non-traffic purposes, as well as the right of commercial entry and departure for international traffic in passengers, cargo and mail at the points enumerated on each of the routes specified in the Schedules attached.

#### SECTION IV

The air transport facilities available hereunder to the traveling public shall bear a close relationship to the requirements of the public for such transport.

#### SECTION V

There shall be a fair and equal opportunity for the airlines of the contracting parties to operate on any route between their respective territories (as defined in the Agreement) covered by this Agreement and Annex.

#### SECTION VI

In the operation by the airlines of either contracting party of the trunk services described in the present Annex, the interest of the airlines of the other contracting party shall be taken into consideration so as not to affect unduly the services which the latter provides on all or part of the same routes.

#### SECTION VII

It is the understanding of both contracting parties that services provided by a designated airline under the present Agreement and Annex shall retain as their primary objective the provision of capacity adequate to the traffic demands between the country of which such airline is a national and the country of ultimate destination of the traffic. The right to embark or disembark on such services international traffic destined for and coming from third countries at a point or points on the routes specified in the present Annex shall be applied in accordance with the general principles of orderly development to which both contracting parties subscribe and shall be subject to the general principle that capacity should be related:

- (a) to traffic requirements between the country of origin and the countries of destination;
- (b) to the requirements of through airline operation; and
- (c) to the traffic requirements of the area through which the airline passes after taking account of local and regional services.

#### SECTION VIII

It is the intention of both contracting parties that there should be regular and frequent consultation between their respective aeronautical authorities (as defined in the Agreement) and that there should thereby be close collaboration in the observance of the principles and the implementation of the provisions outlined in the present Agreement and Annex.

#### SECTION IX

(a) The determination of rates in accordance with the following paragraphs shall be made at reasonable levels, due regard being paid to all relevant factors, such as cost of operation, reasonable profit, and the rates charged by any other airlines, as well as the characteristics of each service.

(b) The rates to be charged by the airlines of either contracting party between points in the territory of the United States and points in Cuban territory referred to in the attached Schedules shall, consistent with the provisions of the present Agreement and its Annex, be subject to the approval of the aeronautical authorities of the contracting parties, who shall act in accordance with their obligations under the present Annex, within the limits of their legal powers.

(c) Any rate proposed by the airline or airlines of either contracting party shall be filed with the aeronautical authorities of both contracting parties at least thirty (30) days before the proposed date of introduction; provided that this period of thirty (30) days may be reduced in particular cases if so agreed by the aeronautical authorities of both contracting parties.

(d) The Civil Aeronautics Board of the United States having approved the traffic conference machinery of the International Air Transport Association (hereinafter

called IATA), for a period of three years beginning June 30, 1952, any rate agreements concluded through this machinery during this period and involving United States airlines will be subject to approval of the Board. Rate agreements concluded through this machinery may also be required to be subject to the approval of the aeronautical authorities of the Government of Cuba pursuant to the principles enunciated in paragraph (b) above.

(e) The contracting parties agree that the procedure described in paragraphs (f), (g) and (h) of the Section shall apply.

1. If, during the period of the Civil Aeronautics Board's approval of the IATA traffic conference machinery, either any specific rate agreement is not approved within a reasonable time by either contracting party, or a conference of IATA is unable to agree on a rate, or

2. At any time no IATA machinery is applicable, or

3. If either contracting party at any time withdraws or fails to renew its approval of that part of the IATA traffic conference machinery relevant to this Section.

(f) In the event that power is conferred by law upon the aeronautical authorities of the United States to fix fair and economic rates for the transport of persons and property by air on international services and to suspend proposed rates in a manner comparable to that in which the Civil Aeronautics Board at present is empowered to act with respect to such rates for the transport of persons and property by air within the United States, each of the contracting parties shall thereafter exercise its authority in such manner as to prevent any rate or rates proposed by one of its airlines for services from the territory of one contracting party to a point or points in the territory of the other contracting party from becoming effective, if in the judgment of the aeronautical authorities of the contracting party whose airline or airlines is or are proposing such rate, that rate is unfair or uneconomic. If one of the contracting parties on receipt of the notification referred to in paragraph (c) above is dissatisfied with the rate proposed by the airline or airlines of the other contracting party, it shall so notify the other contracting party prior to the expiry of the first fifteen of the thirty (30) days referred to, and the contracting parties shall endeavor to reach agreement on the appropriate rate.

In the event that such agreement is reached, each contracting party will exercise its best efforts to put such rate into effect as regards its airline or airlines.

If agreement has not been reached at the end of the thirty (30) day period referred to in paragraph (c) above, the proposed rate may, unless the aeronautical authorities of the country of the air carrier concerned see fit to suspend its application, go into effect provisionally pending the settlement of any dispute in accordance with the procedure outlined in paragraph (h) below.

(g) Prior to the time when such power may be conferred by law upon the aeronautical authorities of the United States, if one of the contracting parties is dissatisfied with any rate proposed by the airline or airlines of either contracting party for services from the territory of one contracting party to a point or points in the territory of the other contracting party, it shall so notify the other prior to the expiry of the first fifteen (15) of the thirty (30) day period referred to in paragraph (c) above, and the contracting parties shall endeavor to reach agreement on the appropriate rate.

In the event that such agreement is reached, each contracting party will use its best efforts to cause such agreed rate to be put into effect by its airline or airlines.

It is recognized that if no such agreement can be reached prior to the expiry of such thirty (30) days, the contracting party raising the objection to the rate may take such steps as it may consider necessary to prevent the inauguration or continuation of the service in question at the rate complained of.

(h) When in any case under paragraphs (f) and (g) above the aeronautical authorities of the two contracting parties cannot agree within a reasonable time upon the ap-

proper rate after consultation initiated by the complaint of one contracting party concerning the proposed rate or an existing rate of the airline or airlines of the other contracting party, upon the request of either, both contracting parties shall submit the question to the International Civil Aviation Organization for an advisory report, and each party will use its best efforts under the powers available to it to put into effect the opinion expressed in such report.

*List of Scheduled Landings*

1. An airline or airlines designated by the Government of the United States shall be entitled to operate air services on each of the air routes specified via intermediate points, in both directions, and to make scheduled landings in Cuba at the points specified in this paragraph:

1. From Miami, Florida, to Camaguey, Cuba, and beyond.
2. From Miami, Florida, to Habana, Cuba, and beyond.
3. From New York and/or Washington, D.C., to Habana, Cuba, and beyond.

4. From Tampa, Florida/St. Petersburg, Florida, to Habana, Cuba, and beyond.

5. From Houston, Texas, and/or New Orleans, Louisiana, to Habana, Cuba, and beyond.

2. An airline or airlines designated by the Government of the Republic of Cuba shall be entitled to operate air services on each of the air routes specified via intermediate points, in both directions, and to make scheduled landings in the United States at the points specified in this paragraph:

1. From Habana, Cuba, to Miami, Florida.
  2. From Varadero, Cuba, to Miami, Florida.
  3. From Habana, Cuba, to New York.
  4. From Habana, Cuba, to Key West, Florida.
  5. From Habana, Cuba, to West Palm Beach, Florida.
  6. From Habana, Cuba, to St. Petersburg, Florida.
3. Points on any of the specified routes may at the option of the designated airline be omitted on any or all flights.

## A New Human Rights Action Program

*A new U.S. policy stand on human rights was first outlined on April 3 by Secretary Dulles in a letter addressed to Mrs. Oswald B. Lord, U.S. representative on the U.N. Commission on Human Rights. On April 7, the date on which the U.N. Commission convened at Geneva, President Eisenhower noted, in a message sent to members of the Commission, that the United States wished to take a new approach toward the creation of an effective worldwide human-rights policy. In a statement made on April 8, Mrs. Lord formally presented the U.S. position to the Commission. (For texts of the above messages and statement, see BULLETIN of Apr. 20, 1953, pp. 579-582.)*

*Following is the text of a further statement by Mrs. Lord, made before the Commission on May 19, which discusses three U.S. draft resolutions for the development of a new human-rights action program.*

### MRS. LORD'S STATEMENT OF MAY 19

At the second meeting of this session of the Commission I indicated that at a later stage of this session I would put forward proposals which my Government feels are best suited to furthering the Commission's task of promoting human rights. I want to tell you today, at the outset, that these proposals are the product of earnest and careful

consideration, and they have been framed in the sincere belief that their adoption will make more significant and meaningful the work of the United Nations in the field of human rights. They stand upon the charter and upon the Universal Declaration of Human Rights; upon that foundation we hope to build a program which will continuously advance the cause of human rights—slowly perhaps but nevertheless effectively. My country has since its inception been dedicated to the advancement of human rights, and we continue, in accordance with our tradition, to support their advancement throughout the world. We recognize the fundamental and intrinsic importance of human rights; we have learned through bitter experience that systematic and deliberate denials of human rights have a direct relationship to the preservation of world peace. Peace and security cannot be assured in a world in which peoples who are denied their individual rights are pressed to resort to measures of violence against their oppressors. And the governments which violate the fundamental human rights of those whom they control cannot be expected to respect the rights of other members of the international community.

I recall, as I am sure all of my colleagues here do, the hope for a better, peaceful world which inspired the efforts of those who, at San Francisco, drafted the Charter of the U.N. Organization. My Government realized then, as it realizes now,

the necessity of a world organization which would deal with fundamental, long-range problems in addition to those problems immediately related to the settling of disputes as they arise among nations. It was the intention of my Government then, as it continues to be, that the peoples of the world, wearied by war and fear of war, must be assisted by the world organization in their long struggle to achieve a better life wherein the individual person and the rights which he possessed would secure full recognition everywhere. It was for these reasons that express provision was made in the charter, in articles 55 and 56, for a statement of the obligation of all members with respect to human rights, and in article 68, for the establishment of a commission for the promotion of human rights. And it should be the constant purpose of the members of this Commission, I believe, to seek those ways which will be most effective in bringing about the attainment of the charter goal of increased respect for and observance of human rights and fundamental freedoms for all without distinction as to race, sex, language, or religion.

In the Charter of the United Nations there are no words more inspiring than those of the Preamble which express the determination of the peoples of the United Nations "to reaffirm faith in fundamental human rights, in the dignity and worth of the human person, in the equal rights of men and women and of nations large and small." These words reflect the age-old desire of men to be free, to think and worship as they please, and to speak and write as they choose. These words reflect man's desire to escape from the tyranny of other men, to live without fear of the secret police, without fear of the unjust trial—without fear of the arbitrary death sentence or the concentration camp. These words are but the latest rendering of the historic yearnings that have made men work, and fight, and die that they and their fellow men might know freedom and justice.

Much has been done since the San Francisco conference 8 years ago to translate these words of the Preamble and the later provisions of the charter into action. The General Assembly, the Economic and Social Council, and the Commission on Human Rights have all sought to define general principles, to establish criteria of conduct, and to expose wholesale violations of the rights of man. The Universal Declaration of Human Rights is the greatest single achievement of the United Nations in the promotion of human freedom. President Eisenhower said in the message to the Commission which I read at the beginning of this session:

For the people of the United States, as well as for people everywhere, the U.N. Universal Declaration of Human Rights is a significant beacon in the steady march toward achieving human rights and fundamental freedoms for all.

It is the earnest hope of the U.S. Government

that the Commission on Human Rights will continue to move steadily forward toward finding ways to give practical expression to the goals and standards set forth in the Universal Declaration. For the past several years, the Commission has been preoccupied in the drafting of covenants on Human Rights. This arduous effort to translate the moral precepts of the Universal Declaration into the legal prescripts of the covenants is nearing completion, thanks to the devotion and perseverance of the members of this Commission. Henceforth the Commission will be freer than in the past to devise other methods for insuring the enjoyment of human rights and human freedoms.

I do not for one moment wish to question the Commission's preoccupation with the responsibility of drafting the covenants or to belittle in any way the work that has been accomplished in this field. I merely wish to point out that, of all the functional and regional commissions established by the Economic and Social Council, this Commission is the only one that has been limited almost entirely to the drafting of international instruments. The time has come, I believe, for this Commission, now that the completion of the covenants is in sight, to turn its attention, like the Social Commission and other Commissions, to the practical problems of helping all governments and peoples to move ahead in the advancement of their well-being.

The task of devising new methods in the field of human rights is not an easy one. There are many possible methods, some of which might be practicable and some of which might prove to be fruitless. It is with a view to helping the Commission to develop some new action programs that the U.S. delegation is introducing today these three draft resolutions concerning the future work of the Commission.

#### A New Approach

Before explaining each of the three draft resolutions, I should like to make a few general observations about the nature of the new action program proposed by the U.S. delegation.

First, I must admit that these three proposals are not entirely new in concept. The Commission has had similar items on its agenda, but it has never had time to consider them thoroughly. The former Secretary-General, in his Twenty-Year Program, proposed many similar ideas; but, again, the Commission lacked the time to explore them. Both governments and nongovernmental organizations have from time to time suggested plans for action in the field of human rights. The major purpose of the U.S. proposal is to assemble the most practical of all these many ideas and plans, together with several new procedural devices, into a single unified program—a program that offers the best hope of early results.

Second, these draft resolutions are merely an outline of an action program—skeletons on which flesh and blood are still to be added. There are still many technical problems yet to be clarified. It is our hope that the Commission at this session will bring these skeleton outlines to life.

Third, this action program—an action program in three parts—is, quite frankly, experimental in character. This program would take the Commission into new fields of activity and would present it with new problems, and perhaps even with new difficulties. For this reason our delegation has tried to limit this experiment to a few simple and relatively modest proposals that show real promise of success.

Fourth, these three proposals do not by any means exhaust the possibilities for action by the Commission. There may well be many other programs which could be used to supplement the initial proposals submitted by our delegations.

Fifth, the initiation of this action program would help return the Commission to the broad and constructive work for which it was originally intended. Because the Commission has been preoccupied with the drafting of the covenants, many of the activities with which it could otherwise have been concerned—such as freedom of information, forced labor, slavery, and prisoners of war—have had to be performed by other, *ad hoc* bodies.

The three proposals which are before the Commission are thus a distillation of ideas and proposals from many different sources. They are an outline of a new approach to human rights. They are an experiment in new ways to secure and safeguard liberty, and a mere beginning in a new and broad field of activity. In preparing these three draft resolutions, the U.S. delegation has consulted privately with other delegations, with the Secretariat, with several of the specialized agencies, and with the nongovernmental organizations. These preliminary conversations have been most helpful in clarifying and amplifying the general proposals which I outlined briefly in my opening statement at this session. The draft resolutions before you incorporate many of the comments and suggestions we have received, but they do not include many of the minor details that may be required as the program develops. I invite whatever further suggestions you may have.

#### **Preparation of Annual Reports**

The first of the draft resolutions (doc. E/CN.4/L.266) proposes a new program for annual reports on developments in the field of human rights. It is the view of our delegation that, if the Commission is to undertake any important activities in addition to the drafting of the covenants, it must have adequate information on which to base its consideration of the problems of human rights. Much of that information is now available in one

form or another, especially in the *Yearbook on Human Rights*. What is now required is an annual review of the major developments, the principal achievements, and the general progress which is being made toward attaining the goals set forth in the Universal Declaration of Human Rights. What is needed is an examination by each member government of its own shortcomings and, more important, its progress toward remedying them. Periodic self-examination is good for an individual; it is equally good for a government. The annual reports which we are proposing would be an experiment in national self-examination.

Some representatives have pointed out to our delegation that this request for yet another report might place an excessive burden upon governments that are already overburdened with preparing reports to the United Nations and the specialized agencies. But what we envisage is not another long detailed report containing masses of statistics that would tax the resources of our governments and the patience of our civil servants. No, what we envisage is a relatively brief summary of developments and accomplishments, highlighting those events of the year that warrant the attention of the Commission. The Commission would be interested, I believe, in information concerning the enactment of a new bill of rights, the repeal of a repressive law, the elimination of some form of discrimination, or the development of new measures or agencies for protecting the civil rights of the citizen. A short but precise summary of developments of this kind would be preferable to two or three hundred pages of statistics and footnotes. Such a report could summarize or refer to more detailed reports on special subjects that had been transmitted to other organs of the United Nations or to the specialized agencies. The report would give primary attention to the specific aspect of human rights selected for study in accordance with the second proposal I shall place before you.

Our draft resolution proposes that each member government establish a national advisory committee, composed of experienced and competent persons, to assist the Government in the preparation of the annual report. The purpose of this provision is to enable a government to supplement the data and to check the judgment of its own officials with the independent data and judgment of responsible private citizens. These citizens might be representatives of, or be in close touch with, national nongovernmental organizations.

So far as the United States is concerned, we would envisage a small advisory committee, perhaps of 8 or 10 outstanding citizens, who would be appointed by the Secretary of State. This advisory committee would assist the Department of State and other Departments and Agencies of our Government in the preparation and review of the

report. The Secretary of State would be responsible for the final text of the annual report, but he would have had the benefit of the advice of a number of experienced and responsible American citizens.

The use by our Government of advisory committees of this nature has been highly successful in many different fields of activity. In our preliminary conversations, our delegation has received one or two suggestions that this technique may perhaps not be suitable to other governments and might not be productive of good results. This is one of the many points on which I solicit the comments of other Commission members.

The objective of this first proposal is not to create a system of reporting merely for the sake of reporting or for the sake of filing the reports away in some inaccessible file cabinet. The objective is to enable the Commission each year to review the state of observance of human rights in the world. Each year the Economic and Social Council reviews the economic state of the world; each year the Social Commission reviews the social state of the world. Our proposal would enable this Commission to make an annual review of human rights with special emphasis on some specific aspects of human rights, as we propose in our second draft resolution.

#### **Specific Studies Proposed**

The second draft resolution before the Commission today (doc. E/CN.4/L.268) proposes that the Commission initiate a series of studies of specific aspects of human rights on a worldwide basis. We consider that it would not be sufficient for the Commission merely to undertake each year a general debate on the whole field of human rights, valuable and novel though this would be. We consider that each year the Commission ought, in addition, to pay special attention to one specific subject and endeavor to discover just how well the world is observing and respecting that particular right.

The particular right which the Commission might study next year is of less importance to our delegation than the establishment of the program itself. The Commission might decide to take up each article of the Universal Declaration, one after another, and thus embark upon a 25-year plan. It might be more useful, in our opinion, for the Commission to begin, on an experimental basis, with some specific civil or political right that is fairly widely observed and is not involved in political controversy. The studies should not include topics which already are under consideration by some other organ of the United Nations or by one of the specialized agencies. For example, as its first subject, the Commission might select freedom of conscience and religion, the right to a fair trial, or freedom from arbitrary arrest and detention, or some other civil and politi-

cal right which has not been, or is not being, considered elsewhere. These are merely suggestions, and other representatives may wish to suggest other subjects.

It is our thought that the Commission would require special assistance to do this kind of job well. In my opening statement, I had suggested that the Commission might appoint a rapporteur for this purpose. This was based on the long experience of the League of Nations and the more recent experiment of the Economic and Social Council in appointing a rapporteur to study the subject of freedom of information. After further consideration, and after consultation with other representatives of governments and organizations, our delegation concluded that it might be preferable to describe the person who would conduct this study in a somewhat different way and to provide for the appointment by the Secretary-General of an expert adviser for each study selected by the Commission. This expert adviser would be a person of high moral standing and of recognized competence in the particular subject selected—a person whose professional ability and whose objectivity would be beyond question. These are necessarily high qualifications but I feel confident that in every region of the world there are persons—scholars, jurists, statesmen—who could prepare a report such as we envisage on some particular subject and later assist the Commission in its consideration of the report.

The U.S. delegation proposes that the expert adviser on each subject should have access to a wide variety of information. This information would include information transmitted to the United Nations by member states, information published by the specialized agencies, information made available by nongovernmental organizations, and all other information in the possession of the Secretary-General, including communications received by the United Nations concerning human rights.

The U.S. delegation recognizes that it is making a novel and significant proposal in suggesting that the expert adviser should have access to communications received by the United Nations. Our delegation suggests that the expert adviser should use these communications only as part of the mass of raw material which will be available for his study. Using the techniques of the scholar, he would appraise the communications received on a particular subject against all the other information at his disposal. He would not, of course, undertake to review any particular case or report on it to the Commission. He would take account of only the communications of a responsible character, disregarding those which were obviously of purely propaganda nature, or which were written to serve some unique personal interest of its author. It is our thought that the expert adviser, after studying all this wide variety of material, starting with the vast collection already available in

the *Yearbook on Human Rights* and working his way through official reports and private communications, would present the Commission with a digest of his findings. This would be a personal report made on his own responsibility, as a specialist, for which neither the United Nations nor any member government would have official responsibility. The Commission would then discuss the report and perhaps formulate some general conclusions upon it.

In our view, neither the expert adviser nor the Commission would try to find fault with individual countries nor try to condemn individual countries for their shortcomings. We hope that the discussion of the reports will not degenerate into mutual recriminations. Their purpose, rather, will be—through the influence of publicity and public opinion—to stimulate and induce improvement by each country. The emphasis should be on progress and on measures needed to advance progress, not on errors of omission and commission.

#### **Establishment of Advisory Services**

The third draft resolution (doc. E/CN.4/L.267/Rev. 1) proposes advisory services in the field of human rights. This draft resolution requires less explanation on my part, because it proposes the kind of technical assistance and advisory services that are already familiar to all the members of this Commission. In our view, the regular technical-assistance program of the United Nations in the field of public administration and the social-welfare advisory services should be used as models for this new and closely related program of advisory services in the field of human rights. This program would build upon those already suggested by the General Assembly in the field of freedom of information, by our Sub-Commission in the field of discrimination, and more recently by the Commission on the Status of Women.

Advisory services can take several forms. A country needing help can ask for the services of an expert or team of experts for a specific job. The job might be to draft laws to assure a free press, or to protect the interests of minority groups. Or the job might be to outline ways to bring newly enfranchised women to take a more active part in national and community affairs.

Some countries will need help in training young people seeking careers in the human-rights field. If the professional training is not available in their own country, the United Nations can help provide for study abroad through scholarships and fellowships.

Still another useful advisory service is the international seminar. Under U.N. auspices, experts of a region can be brought together to exchange ideas, report on progress, and help each other in dealing with common problems.

The U.S. Government considers that respect for

and observance of human rights can best be advanced through the processes of discussion, persuasion, education, and exchange of information. The progress already made by the United Nations and the specialized agencies in the use of technical assistance and advisory services in promoting economic and social development gives vitality to these international organizations and hope to millions of persons throughout the world. Our proposal would merely extend these techniques to the whole field of human rights. It would merely apply these proven techniques to a wider variety of subjects.

These activities could not and should not be carried on solely by the United Nations. They should be supplemented by similar activities by non-governmental agencies. For this reason, our draft resolution concludes by urging international and national nongovernmental organizations, universities, philanthropic organizations, and other private groups to supplement this U.N. program with similar programs designed to further the exchange of information and assistance in the field of human rights.

There is one problem, common to all three of our draft resolutions, that deserves careful consideration by the Commission—that is, the relation of these three proposals and, indeed, of any similar programs initiated by the Commission, to the work already being undertaken by other organs of the United Nations and by the specialized agencies. It is essential, of course, that there be a minimum of duplication of effort by these various bodies. Our delegation has tried to avoid any such duplication. It may well be, however, that we have not yet been entirely successful in this regard and we should welcome the suggestions of other representatives, the Secretariat, and the specialized agencies on this important and difficult point.

Mr. Chairman, I should like to conclude with the general observation that these draft resolutions are submitted by our delegation as the basis for a constructive program for the future of this Commission. These draft resolutions are necessarily tentative and incomplete in scope. They are designed to serve as a basis of discussion and as an outline of what, in our judgment, the Commission should do in the future to advance the cause of liberty to which its members are devoted. Our delegation now places these draft resolutions before the Commission for its consideration. I welcome the observations of other representatives, of the Secretariat, of the specialized agencies, and of the nongovernmental organizations; and I shall gladly attempt to revise these draft resolutions to accommodate the views or suggestions here expressed, so far as this can be done consistent with the underlying purposes of these resolutions.

These proposals have been drawn up in recognition of the values to which the Secretary of State, John Foster Dulles, referred in the letter which

he wrote to me before I left the United States to attend this session of the Commission: "The value of bringing the facts to the light of day, . . . the value of common discussion of problems in the international forum of the Commission on Human Rights, and . . . the value of each country drawing on the experience of other countries for inspiration and practical guidance in solving its own problems." It is our profound hope that these draft resolutions will help to enable the Commission—and the world—to move forward toward the goals laid down in the charter and in the Universal Declaration of Human Rights. We believe that this three-point program can be effective in advancing human rights in our time.

#### TEXTS OF U. S. DRAFT RESOLUTIONS<sup>1</sup>

##### Draft Resolution on Annual Reports

U.N. doc. E/CN.4/L.268  
Dated May 7, 1953

##### The Commission on Human Rights

*Recommends* that the Economic and Social Council request the General Assembly to adopt the following resolution:

##### "The General Assembly

*Considering* that by Articles 55 and 56 of the Charter the Members of the United Nations have pledged to take joint and separate action to promote universal respect for, and observance of, human rights and fundamental freedoms for all without distinction as to race, sex, language or religion;

*Considering* that the Universal Declaration of Human Rights sets forth the goals toward which all Members of the United Nations should strive in the promotion of human rights and that the Declaration has inspired governments and peoples in the writing of their constitutions and laws;

*Desiring* to advance as rapidly as possible respect for, and observance of, human rights and fundamental freedoms and to stimulate Member Governments to press forward toward attaining the goals set forth in the Universal Declaration of Human Rights;

*Desiring* to obtain from each Member of the United Nations information about developments and achievements in the field of human rights in its country and measures taken to safeguard human liberty; and

*Bearing in mind* the special responsibilities of other organs of the United Nations and of the Specialized Agencies in the promotion of human rights,

1. *Recommends* that each Member transmit each year to the Secretary-General a report on developments and achievements in the field of human rights in its country for consideration by the Commission on Human Rights, such report

(a) to summarize, or make reference to, any relevant portions of reports already submitted to another organ of the United Nations or to a Specialized Agency; and

(b) to give primary attention to the specific aspect of human rights currently selected for study by the Commission in accordance with Resolution —;

2. *Recommends* that each Member establish a national advisory committee, composed of experienced and compe-

tent persons, to assist its Government in the preparation of its annual report;

3. *Requests* the Secretary-General to prepare a brief summary and analysis of the annual reports upon a topical basis;

4. *Recommends* that the Economic and Social Council request the Commission on Human Rights to consider these annual reports and the Secretary-General's summary and analysis at the same time that it considers the studies submitted by the Expert Adviser appointed in accordance with Resolution —, and to transmit to the Economic and Social Council such comments and conclusions thereon as it deems appropriate; and

5. *Recommends* that the Economic and Social Council make suitable arrangements with the Specialized Agencies to co-operate in carrying out this resolution and to avoid duplication of effort."

#### Draft Resolution on Specific Aspects of Human Rights

U.N. doc. E/CN.4/L.268  
Dated May 7, 1953

##### The Commission on Human Rights

*Desiring* to strengthen the work of the United Nations for wider observance of, and respect for, human rights and fundamental freedoms on a world-wide basis;

*Desiring* to give special attention in future sessions to studies of specific aspects of human rights; and

*Desiring* to obtain for its consideration, a summary and analysis of the information available from Member States, the Specialized Agencies, Non-Government Organizations, and other sources on specific aspects of human rights;

*Bearing in mind* the special responsibilities of the Specialized Agencies as regards certain human rights;

1. *Decides* to initiate a series of studies of specific aspects of human rights on a world-wide basis;

2. *Decides* that at each session the Commission shall select a specific subject or specific subjects for study, provided that no subject shall be selected which is under consideration by another organ of the United Nations or by the Specialized Agencies.

3. *Requests* the Secretary-General to appoint as an Expert Adviser, for each subject selected by the Commission for study, a person of high moral standing and of recognized competence in the particular subject, who shall

(a) prepare the study in his own name and under his own responsibility, with such assistance from the Secretariat as he may require, and

(b) assist the Commission in its consideration of the study;

4. *Authorizes* the Expert Advisers, in the preparation of their studies, to have access to the following sources of information:

(a) information transmitted to the United Nations by Member States;

(b) information published by the Specialized Agencies;

(c) information made available by Non-Governmental Organizations having consultative status with the Economic and Social Council; and

(d) all other information in the possession of the Secretary-General, including communications received by the United Nations concerning human rights, subject to paragraphs (a) and (b) of Resolution 75 (V) of the Economic and Social Council, as amended, concerning the identity of communications; and

5. *Recommends* that the Economic and Social Council

(a) make suitable arrangements with the Specialized Agencies to cooperate in carrying out this resolution and to avoid duplication of effort; and

<sup>1</sup> These resolutions have been forwarded by the U.N. Commission on Human Rights to the Economic and Social Council for circulation to U.N. member governments and specialized agencies. This group has been requested to make comment on the resolutions by Oct. 1, 1953.

(b) adopt the following draft resolution:

"The Economic and Social Council

1. *Approves* the decisions of the Commission on Human Rights concerning the initiation of studies of specific aspects of human rights; and

2. *Amends* Resolution 75 (V), as amended, to authorize the Expert Advisers to have access to the communications in the possession of the Secretary-General for the purpose of taking them into account in preparing these studies."

### Draft Resolution on Advisory Services

U.N. doc. E/CN.4/L.267/Rev. 1

Dated May 7, 1953

The Commission on Human Rights

*Considering* that by Articles 55 and 56 of the United Nations Charter the Members of the United Nations have pledged themselves to promote universal respect for, and observance of, human rights and fundamental freedoms for all without distinction as to race, sex, language, or religion;

*Recognizing* that advisory services, by the international interchange of technical knowledge through international co-operation among countries, represents an effective means for the promotion of the human rights objectives of the United Nations Charter and the Universal Declaration of Human Rights;

*Taking note* of Resolution 633 (VII) of the General Assembly which requests the Secretary-General to elaborate a programme of action for the development of domestic information in under-developed countries;

*Taking note* of the proposals on technical assistance made by the Sub-Commission on the Prevention of Discrimination and the Protection of Minorities (E/CN.4/670, Annex I, Resolution K) and the Commission on the Status of Women (E/CN.6/L.106/Rev.1); and

*Taking account* of the arrangements previously established by the General Assembly concerning the regular technical assistance programme and the advisory services of the United Nations (Resolutions 200 (III), 305 (IV), and 418 (V));

*Considering* that the Specialized Agencies, within their competence and by virtue of their regular programmes and their special programmes of technical assistance, are already rendering important services to their Members with a view to ensuring the effective observance of human rights;

*Recommends* that the Economic and Social Council request the General Assembly to adopt the following resolutions:

"The General Assembly

A. *Authorizes* the Secretary-General:

1. Subject to the directions of the Economic and Social Council, to make provision for the following services, with the co-operation of the Specialized Agencies where appropriate and without duplication of their existing services, and in consultation with non-governmental organizations having consultative status, the subjects listed in paragraph E below:

(a) To appoint experts to provide advisory services at the request of Governments which show the need for them;

(b) To enable suitably qualified persons to observe, and familiarize themselves with, the experience and practice of other countries;

(c) To enable suitably qualified persons who cannot receive professional training in their country to receive appropriate training in foreign countries having the necessary facilities for such training; and

(d) To plan and conduct seminars; and

2. To include in his budgetary estimates of the United Nations the sums necessary for carrying out an effective operational programme based on the provision of the above services;

B. *Requests* the Secretary-General to undertake the performance of the services as provided in A.1 above, in agreement with the Governments concerned, on the basis of requests received from Governments and in accordance with the following policies:

1. The kind of service to be rendered to each country under A.1 (a) shall be acceptable to the Government concerned and shall be determined in consultation with that Government;

2. The selection of the persons under A.1 (b) and (c) shall be made by the Secretary-General on the basis of proposals received from Governments, which shall indicate their preferences with regard to host countries, and shall be acceptable to the host countries; and

3. The amount of services and the conditions under which they are to be rendered shall be decided by the Secretary-General with due regard to the greater needs of the under-developed areas and in conformity with the principle that each requesting Government shall be expected to assume responsibility, as far as possible, for all or a considerable part of the expenses connected with the services furnished to it, either by making a contribution in cash, or in the form of services for the purposes of the programme being carried out;

C. *Requests* the Secretary-General to report regularly to the Commission on Human Rights and as appropriate to the Commission on the Status of Women on the measures which he takes in compliance with the terms of this resolution, and to request these Commissions to formulate recommendations from time to time concerning the continued action required to carry on these advisory services;

D. *Recommends* that the Specialized Agencies continue to develop their technical assistance services with a view to aiding Members to assure the effective observance of human rights;

E. *Selects* the following as subjects to which the above advisory services would be applicable:

(a) Improvement of administrative and judicial procedures;

(b) Establishment and improvement of techniques of mass information media, including such facilities as news agencies;

(c) Prerequisites for increased participation in government, including voting and public office;

(d) Increased participation in national and community civic affairs, especially for women recently granted the vote;

(e) Abolishing slavery and institutions and practices akin thereto;

(f) Legislative and other measures for the prevention of discrimination and the protection of minorities; and

(g) Establishment of non-governmental and governmental bodies for the protection of civil rights;

F. *Invites* the Specialized Agencies to communicate to the Economic and Social Council, for transmission to the Commission on Human Rights, any observations which they might find appropriate on the above services and on any new measures of assistance which they may deem necessary with a view to assisting Members in ensuring the effective observance of human rights; and

G. *Urges* international and national non-governmental organizations, universities, philanthropic foundations, and other private groups to supplement this United Nations programme with similar programmes designed to further research and studies, the exchange of information, and assistance in the field of human rights."

## Reorganization of Foreign Aid and Information Programs

The President on June 1 submitted to the Congress plans for the reorganization of various foreign-aid functions and agencies and of foreign-information functions. Under the Reorganization Act of 1949, these plans will go into effect automatically after 60 days, unless the Congress meanwhile takes action to reject them. The Congress could put the plans into effect earlier by passing a resolution of approval.

On June 1 the President also issued an Executive order providing for the immediate transfer to the Director for Mutual Security of the Technical Cooperation Administration and certain other functions relating to foreign aid.

Following are the texts of the President's message stating his reasons for proposing the two reorganization plans, the messages transmitting the plans, the Executive order providing for the transfer of the Technical Cooperation Administration, and a letter from the President to department and agency heads.

### MESSAGE TO THE CONGRESS<sup>1</sup>

The history of recent decades has brought a profound and irrevocable change in the role of our Nation in world affairs. We have assumed a position of leadership among the free nations of the world in our united quest of a just and lasting peace. No national ambition, no selfish desire, but the sheer force of circumstance—the compelling need of freedom's cause—has brought us to this position and this responsibility.

To meet this responsibility, our Nation today is dedicated to international action in concert with other nations—through the United Nations and in regional arrangements with other nations for collective security, for economic and social cooperation, designed to foster a community of world law. We have come to know that national security entails mutual security with other free nations. And we have come to know that their freedom, in turn, depends heavily upon our strength and the wisdom with which we use it.

To meet the challenge of this responsibility effectively—to convert earnest intent into construc-

tive fact—we must achieve the most efficient and cohesive possible organization for the conduct of our foreign affairs. Slackness, confusion, blurred authority and clouded responsibility—any of these can defeat the noblest purposes of any foreign policy.

Our organization for the conduct of foreign affairs has been built upon a patchwork of statutes which needs careful restudy as a basis for new legislation. The development of new legislation will take time. By early next year we will be prepared, with appropriate consultation with the Congress, to recommend such legislation. In the meantime we must improve the present arrangements within the framework of existing legislation.

To date, the organization of the executive branch for foreign affairs has been deficient in two major respects. First: there has been no clear assignment of central responsibility for foreign policy below the President. Second: a number of programs which implement our foreign policy have been scattered within the executive branch rather than being grouped together for the most efficient and economical administration.

We must correct these deficiencies. The measures proposed are directed toward that objective. The consideration of new legislation will open up further reorganization possibilities.

*First.* We are taking the necessary steps to confirm the historic responsibility of the Department of State as the agency responsible under the President for the development and control of foreign policy and all relations with foreign governments. Not only must the Department of State be given clear authority to provide guidance on our foreign policies to all other agencies of the Federal Government; it is equally important that each Chief of Diplomatic Mission in each foreign country provide effective coordination of, and foreign policy direction with respect to, all United States Government activities in the country.

*Second.* We must bring together in a single organization foreign assistance and related economic operations now dispersed among several agencies of the executive branch.

*Third.* We must provide a new, separate organization for the international information pro-

<sup>1</sup> H. doc. 156.

grams now administered by the Department of State and the Mutual Security Agency.

To achieve the organization I have outlined requires a series of related actions. Accordingly, I am transmitting to the Congress today, by the required statutory message in each instance, Reorganization Plans Nos. 7 and 8 of 1953, under the Reorganization Act of 1949, as amended. Those plans take many of the necessary steps. I am making other changes by executive order. I am, in addition, setting forth in a letter addressed to department and agency heads, the arrangements which will govern relationships among executive branch officials in the conduct of our international responsibilities.

Reorganization Plan No. 7 has as its major purpose the realignment of our foreign assistance and related economic operations. It establishes a new Foreign Operations Administration and abolishes the present Mutual Security Agency and certain offices. It centers in the head of the new Administration the functions vested in the Mutual Security Agency and the Director for Mutual Security, including the Director's functions under the Mutual Defense Assistance Control Act.

To centralize further the foreign assistance and related economic responsibilities in the head of the new Foreign Operations Administration, I am taking certain administrative actions. These include the transfer from the Secretary of State to the Director of the Foreign Operations Administration four responsibilities: the administration of the Act for International Development; assistance to private foreign relief organizations; programs for aiding persons who have escaped from Communist areas; and operating functions with respect to United States participation in the United Nations Technical Assistance Program, the United Nations International Children's Emergency Fund, the United Nations Korean Reconstruction Agency, and the Intergovernmental Committee for European Migration. These administrative actions also include the delegation by the President to the Director of the Foreign Operations Administration of appropriate responsibilities respecting the Palestine refugee program.

The new Foreign Operations Administration will have as its direct responsibility two major related assistance programs which previously have been separately administered. Both the Technical Cooperation Administration in the Department of State and the Mutual Security Agency have administered technical assistance programs. At the very least, this has meant some duplication in the performance of certain common functions, including the recruitment of technicians and the formulation of general policies. It has made difficult the achievement of a balanced programming of technical assistance on a world-wide basis.

The transfer of the Technical Cooperation Administration is not intended to modify the character of the United States technical cooperatio

## Department of State Announcement<sup>1</sup>

SUBJECT: President's Reorganization Actions

### 1. General:

1.1 The President on June 1 announced reorganization plans for foreign aid and information operations as a part of the Administration's program for improving the conduct of our foreign relations. Executive Order 10458 of June 1, 1953, transfers to the Director for Mutual Security responsibility for the direction and supervision of the Technical Cooperation Administration. Also delegated to the Director for Mutual Security are certain of the responsibilities for several multilateral programs in which the United States participates, including: the United Nations and Organization of American States technical assistance programs, the United Nations International Children's Emergency Fund, the United Nations Korean Reconstruction Agency, and the Intergovernmental Committee for European Migrants. Also transferred to the Director for Mutual Security are the program to assist Iron Curtain country escapees and the activities of the Voluntary Foreign Aid Staff.

1.2 Under Reorganization Plan No. 7 submitted June 1 to the Congress, the functions of the Office of the Director for Mutual Security, the Technical Cooperation Administration, and the Mutual Security Agency, will be consolidated in a new Foreign Operations Administration. The Institute of Inter-American Affairs, together with its functions, will also be transferred to the Foreign Operations Administration under this plan. All functions vested in the Secretary of State by the United Nations Palestine Refugee Aid Act of 1950 will be transferred to the President.

1.3 Under Reorganization Plan No. 8 submitted June 1 to the Congress, foreign information operations would be consolidated in a new agency. The Department will retain responsibility for controlling a program under which official statements of the United States position on major issues, specifically identified as such, will be disseminated on a worldwide basis. The educational exchange of persons programs will also be retained in the Department.

1.5 These plans have been developed by the President on the basis of intensive study by committees advising him and with full participation by the departments and agencies concerned. One of the main results is to relieve the Secretary of State of supervising operating programs, freeing his time to concentrate on the important problems of foreign policy. The reorganization will relieve the Department of State of many duties extraneous to the main foreign policy problems. The administrative burdens falling upon the Secretary under the present arrangement where he is ultimately held responsible for personnel, budget, regulations, and security of operating programs, such as the information program, cannot help but divert him and his principal assistants from concentrating on the primary role of the Department.

<sup>1</sup> Excerpts from Department Circular No. 30 dated June 4. Portions not printed consist of a quotation from the President's message stating the purposes of the reorganization and details relating to the transfer of personnel.

program as a long-range effort to cooperate with the governments and peoples of other countries in developing their economies and raising their standards of living. The technical cooperation program will be carried out solely in furtherance of the purposes of the Act for International Development. The transfer of the functions vested in the President by the Act for International Development includes the programs under that act administered by the Institute of Inter-American Affairs.

The new Director of the Foreign Operations Administration will have the same responsibilities as his predecessor for continuous supervision, general direction and coordination of all foreign assistance programs, including the military assistance responsibilities vested in the Secretary of Defense.

Reorganization Plan No. 7 of 1953 provides for abolishing the offices of Special Representative in Europe and Deputy Special Representative in Europe, as authorized by section 504 of the Mutual Security Act of 1951, as amended. I am establishing a new United States mission to the North Atlantic Treaty Organization and European regional organizations. The chief of the mission will report to and receive instructions from the Secretary of State. The mission will include representatives of the Secretary of Defense, the Secretary of the Treasury and the Director of the Foreign Operations Administration.

Reorganization Plan No. 8 establishes a new agency—the United States Information Agency—for the conduct of our information programs. These include, with certain limited exceptions, four programs: the information activities now administered by the International Information Administration of the Department of State; the information programs financed in connection with government in occupied areas; the information program of the Mutual Security Agency; and the Technical Cooperation Administration information program. The first three of these programs would be shifted by Reorganization Plan No. 8, while the last would be reassigned by executive order.

Various arrangements have been provided in the past for the coordination of these programs, but the placing of them in a single agency seems the one sound way to provide real unity and greater efficiency. This action, moreover, brings under single management all the funds to be expended on these foreign information activities.

These information activities must, of course, be subject to special guidance and control in view of their direct relation to the conduct of foreign affairs and national security policy. Therefore, Reorganization Plan No. 8 specifies that the Secretary of State shall provide to the Director of the new agency on a current basis full guidance concerning the foreign policy of the United States. The plan also specifies, and I have amplified this

in my letter to the department and agency heads, that the Secretary of State shall control the content of a program setting forth official United States' positions for use abroad. The program will be clearly identified as such by an exclusive descriptive label. I have likewise instructed that the new United States Information Agency shall report to the President through the National Security Council or as the President may otherwise direct.

In administering the information program in the Department of State, the Secretary of State has relied on various general statutes authorizing and controlling administrative matters. To insure that adequate authority may be vested in the new Director, Reorganization Plan No. 8 provides that he may, in carrying out his functions, exercise such administrative authorities of the Secretary of State and of certain other officers as the President may specify.

This is necessary because the legislation dealing with the information programs does not contain administrative provisions. For example: the Director of the new United States Information Agency will need personnel authority. I, therefore, plan to authorize an independent personnel system for this agency's foreign operations under authority of the last subsection of section 2 of Plan No. 8. This system will be based on the provisions of the Foreign Service Act of 1946. It will give authority to the Director to appoint personnel and take such other personnel actions as are necessary, thereby relieving the Secretary of State of responsibility with respect to personnel actions. Such personnel would receive compensation, allowances, and other benefits applicable to Foreign Service Reserve, Staff, and alien personnel. It is not planned to extend to the new agency any authority with respect to the appointment of Foreign Service Officers.

While these arrangements will enable the new agency to function with reasonable effectiveness from the outset, I do not consider them permanently suitable. There is need for a critical analysis of the various systems of employment and compensation for United States Government overseas civilian personnel. I am directing that this entire matter be studied with a view toward recommending appropriate legislation.

While divesting the Department of State of the foreign information programs, the reorganization plan does not transfer the responsibility of that Department for the educational exchange programs authorized by various acts of the Congress. Close coordination of our information and educational exchange programs will, of course, be effected by the Secretary of State and the Director of the United States Information Agency.

The Constitution of the United States places the duty upon the President for the conduct of our foreign affairs. Reorganization Plans Nos. 7 and 8 and the related Presidential actions are designed

to protect and strengthen the role of the Secretary of State as the principal officer, under the President, in the field of foreign affairs. In the last analysis, however, the ability of the Secretary of State to discharge his responsibilities depends upon the backing accorded to him by the President, including consultation with the Secretary on the appointment and maintenance in office of the directors created by these reorganization plans. I shall continue to exercise my powers of appointment so that these offices are occupied only by men who support and enjoy the full confidence of the Secretary of State.

I urge the Congress to give its full support to these reorganizations.

DWIGHT D. EISENHOWER

THE WHITE HOUSE,  
June 1, 1953.

#### MESSAGE TO THE CONGRESS TRANSMITTING FOREIGN AID REORGANIZATION PLAN<sup>2</sup>

I transmit herewith Reorganization Plan No. 7 of 1953, prepared in accordance with the Reorganization Act of 1949, as amended, and providing for the reorganization of various foreign aid functions and agencies. My reasons for proposing the plan are stated in another message transmitted to the Congress today.

After investigation, I have found and hereby declare that each reorganization included in Reorganization Plan No. 7 of 1953 is necessary to accomplish one or more of the purposes set forth in section 2 (a) of the Reorganization Act of 1949, as amended. I have also found and hereby declare that it is necessary to include in the accompanying reorganization plan, by reason of reorganizations made thereby, provisions for the appointment and compensation of officers specified in section 1 of the plan. The rates of compensation fixed for these officers are, respectively, those which I have found to prevail in respect of comparable officers in the executive branch of the Government.

The statutory authority for the exercise of the functions abolished by section 8 (a) (5) of the reorganization plan is section 413 (a) of the Act for International Development, as amended. The vesting of the functions of planning, implementing, and managing the programs authorized by that Act, as amended, in an officer other than the President is incongruous with the pattern of the Act as a whole, whereby other functions are vested in the President, with power of delegation. In the interest of having the most flexible arrangements for the administration of the Act, the functions in question could be either abolished or transferred to the President. I have concluded that they overlap the authority of the President under the Act generally, are thus dispensable, and should be abolished.

<sup>2</sup> H. doc. 157.

I expect that the improved organizational arrangement provided for in Reorganization Plan No. 7 of 1953 will lead to substantial economies and significantly improved effectiveness of administration. It is not practicable, however, to itemize at this time the reductions in expenditures which will probably be brought about by the taking effect of the reorganizations included in the reorganization plan.

DWIGHT D. EISENHOWER

THE WHITE HOUSE,  
June 1, 1953.

#### REORGANIZATION PLAN NO. 7 OF 1953

Prepared by the President and transmitted to the Senate and the House of Representatives in Congress assembled, June 1, 1953, pursuant to the provisions of the Reorganization Act of 1949, approved June 20, 1949, as amended.

#### FOREIGN OPERATIONS ADMINISTRATION

Section 1. *Establishment of Foreign Operations Administration.*—(a) There is hereby established a new agency which shall be known as the Foreign Operations Administration, hereinafter referred to as the "Administration".

(b) There shall be at the head of the Administration a Director of the Foreign Operations Administration, hereinafter referred to as the "Director." The Director shall be appointed by the President by and with the advice and consent of the Senate and shall receive compensation at the rate of \$22,500 a year. The Secretary of State shall advise with the President concerning the appointment and tenure of the Director.

(c) There shall be in the Administration a Deputy Director of the Foreign Operations Administration, who shall be appointed by the President by and with the advice and consent of the Senate, and who shall receive compensation at the rate of \$17,500 a year. The Deputy Director shall perform such functions as the Director shall from time to time designate, and shall act as Director during the absence or disability of the Director or in the event of a vacancy in the office of Director.

(d) There are hereby established in the Administration six new offices with such title or titles as the Director shall from time to time determine. Appointment thereto shall be by the President, by and with the advice and consent of the Senate. The compensation for each of two of the said offices shall be at the rate of \$16,000 a year and the compensation for each of the other four offices shall be at the rate of \$15,000 a year. The persons appointed to the said new offices shall perform such functions as the Director shall from time to time designate, and are authorized to act as Director, as the Director may designate, during the absence or disability of the Director and the Deputy Director or in the event of vacancies in the offices of Director and Deputy Director.

Sec. 2. Transfer of functions to the Director.—There are hereby transferred to the Director:

(a) All functions vested by the Mutual Security Act of 1951, as amended, or by any other statute in the Director for Mutual Security provided for in section 501 of that Act, or in the Mutual Security Agency created by that Act, or in any official or office of that Agency, including the functions of the Director for Mutual Security as a member of the National Security Council.

(b) All functions vested by the Mutual Defense Assistance Control Act of 1951 in the Administrator created by that Act.

(c) The function vested by section 6 of the Yugoslav Emergency Relief Assistance Act of 1950 in the Secretary of State.

Sec. 3. *Institute of Inter-American Affairs.*—The Institute of Inter-American Affairs, together with its functions,

is hereby transferred to the Administration. All functions vested by the Institute of Inter-American Affairs Act in the Secretary of State are hereby transferred to the Director. Functions with respect to serving as employees of the said Institute or as members of the board of directors thereof, including eligibility, as the case may be, to be detailed as such employees or to serve as such members, are hereby transferred from the officials and employees of the Department of State to the officials and employees of the Administration. The Institute shall be administered subject to the direction and control of the Director.

**Sec. 4. National Advisory Council.**—The Director shall be a member of the National Advisory Council on International Monetary and Financial Problems (22 U. S. C. 286b).

**Sec. 5. Performance of functions transferred to the Director.**—The Director may from time to time make such provisions as he shall deem appropriate authorizing the performance by any other officer, or by any employee or organizational entity, of the Administration, of any function of the Director, except the function of being a member of the National Security Council and the function of being a member of the National Advisory Council on International Monetary and Financial Problems.

**Sec. 6. Transfer of functions to the President.**—All functions vested in the Secretary of State by the United Nations Palestine Refugee Aid Act of 1950 are hereby transferred to the President.

**Sec. 7. Incidental transfers.**—(a) Personnel, property, records, and unexpended balances of appropriations, allocations, and other funds, employed, used, held, available, or to be made available in connection with functions transferred or vested by this reorganization plan shall be transferred, at such time or times as the Director of the Bureau of the Budget shall direct, as follows:

(1) So much of those relating to functions transferred to or vested in the Director or the Administration as the Director of the Bureau of the Budget shall determine shall be transferred to the Administration.

(2) Those of the Institute of Inter-American Affairs shall be transferred along with the Institute.

(3) So much of those relating to the functions transferred by section 6 hereof as the Director of the Bureau of the Budget shall determine shall be transferred to the agency or agencies of the Government to which the President delegates the said functions.

(b) Such further measures and dispositions as the Director of the Bureau of the Budget shall deem to be necessary in order to effectuate the transfers provided for in subsection (a) of this section shall be carried out in such manner as he shall direct and by such agencies as he shall designate.

**Sec. 8. Abolitions.**—(a) There are hereby abolished:

(1) The offices of Director for Mutual Security and Deputy Director for Mutual Security, provided for in sections 501 and 504, respectively, of the Mutual Security Act of 1951, as amended (including the organization in the Executive Office of the President known as the Office of the Director for Mutual Security).

(2) The Mutual Security Agency.

(3) The title of Administrator provided for in the Mutual Defense Assistance Control Act.

(4) The four positions provided for in section 406 (e) of the Mutual Defense Assistance Act of 1949, as amended.

(5) The offices of Administrator and Deputy Administrator for Technical Cooperation, provided for in section 413 (a) of the Act for International Development, as amended, together with the functions vested in the Administrator by the said section 413 (a), as amended.

(6) The offices of the Special Representative in Europe and Deputy Special Representative in Europe, provided for in section 504 (a) of the Mutual Security Act of 1951, as amended. The abolition of the said offices of Representative and Deputy Representative shall become effec-

tive on September 1, 1953 (unless a later date is required by the provisions of section 6 (a) of the Reorganization Act of 1949, as amended).

(b) The Director shall wind up any outstanding affairs of the aforesaid abolished agencies and offices not otherwise provided for in this reorganization plan.

**Sec. 9. Interim provisions.**—The President may authorize the persons who, immediately prior to the effective date of this reorganization plan, hold offices or occupy positions abolished by section 8 hereof to hold offices and occupy positions under section 1 hereof until the latter offices and positions are filled pursuant to the provisions of the said section 1 or by recess appointment, as the case may be, but in no event for any period extending more than 60 days after the said effective date, as follows:

(a) The Director and Deputy Director for Mutual Security as the Director and Deputy Director of the Foreign Operations Administration, respectively.

(b) The Administrator for Technical Cooperation and the person occupying the senior position provided for in section 406 (e) of the Mutual Defense Assistance Act of 1949, as amended, to serve in the two senior positions created by section 1 (d) hereof.

(c) The Deputy Administrator for Technical Cooperation and the persons occupying the three positions provided for in section 406 (e) of the Mutual Defense Assistance Act of 1949, as amended, to serve in the four positions created by section 1 (d) hereof which have compensation at the rate of \$15,000 a year.

#### **MESSAGE TO THE CONGRESS TRANSMITTING PLAN FOR U.S. INFORMATION AGENCY<sup>3</sup>**

I transmit herewith Reorganization Plan No. 8 of 1953, prepared in accordance with the Reorganization Act of 1949, as amended, and providing for the reorganization of foreign information functions. My reasons for proposing this plan are stated in another message transmitted to the Congress today.

After investigation, I have found and hereby declare that each reorganization included in Reorganization Plan No. 8 of 1953 is necessary to accomplish one or more of the purposes set forth in section 2 (a) of the Reorganization Act of 1949, as amended. I have also found and hereby declare that it is necessary to include in the accompanying reorganization plan, by reason of reorganizations made thereby, provisions for the appointment and compensation of officers specified in section 1 of the plan. The rates of compensation fixed for these officers are, respectively, those which I have found to prevail in respect of comparable officers in the executive branch of the Government.

I expect that the improved organizational arrangement provided for in Reorganization Plan No. 8 of 1953 will lead to substantial economies and significantly improved effectiveness of administration. It is not practicable, however, to itemize at this time the reductions in expenditures which will probably be brought about by the taking effect of the reorganizations included in the reorganization plan.

DWIGHT D. EISENHOWER

THE WHITE HOUSE,  
June 1, 1953.

<sup>3</sup> H. doc. 158.

## REORGANIZATION PLAN NO. 8 OF 1953

Prepared by the President and transmitted to the Senate and the House of Representatives in Congress assembled, June 1, 1953, pursuant to the provisions of the Reorganization Act of 1949, approved June 20, 1949, as amended.

### UNITED STATES INFORMATION AGENCY

**Section 1. Establishment of agency.**—(a) There is hereby established a new agency which shall be known as the United States Information Agency, hereinafter referred to as the Agency.

(b) There shall be at the head of the Agency a Director of the United States Information Agency, hereinafter referred to as the Director. The Director shall be appointed by the President by and with the advice and consent of the Senate and shall receive compensation at the rate of \$17,500 a year. The Secretary of State shall advise with the President concerning the appointment and tenure of the Director.

(c) There shall be in the Agency a Deputy Director of the United States Information Agency, who shall be appointed by the President by and with the advice and consent of the Senate, and who shall receive compensation at the rate of \$16,000 a year. The Deputy Director shall perform such functions as the Director shall from time to time designate, and shall act as Director during the absence or disability of the Director or in the event of a vacancy in the office of the Director.

(d) There are hereby established in the Agency so many new offices, not in excess of fifteen existing at any one time, and with such title or titles, as the Director shall from time to time determine. Appointment thereto shall be under the classified civil service and the compensation thereof shall be fixed from time to time pursuant to the classification laws, as now or hereafter amended, except that the compensation may be fixed without regard to the numerical limitations on positions set forth in section 505 of the Classification Act of 1949, as amended (5 U. S. C. 1105).

**Sec. 2. Transfer of functions.**—(a) Subject to subsection (c) of this section, there are hereby transferred to the Director, (1) the functions vested in the Secretary of State by Title V of the United States Information and Educational Exchange Act of 1948, as amended, and so much of functions with respect to the interchange of books and periodicals and aid to libraries and community centers under sections 202 and 203 of the said Act as is an integral part of information programs under that Act, together with so much of the functions vested in the Secretary of State by other provisions of the said Act as is incidental to or is necessary for the performance of the functions under Title V and sections 202 and 203 transferred by this section, and (2) functions of the Secretary of State with respect to information programs relating to Germany and Austria.

(b) Exclusive of so much thereof as is an integral part of economic or technical assistance programs, without regard to any inconsistent provision of Reorganization Plan No. 7 of 1953, and subject to subsection (c) of this section, functions with respect to foreign information programs vested by the Mutual Security Act of 1951, as amended, in the Director for Mutual Security provided for in section 501 of the said Act are hereby transferred to the Director.

(c) (1) The Secretary of State shall direct the policy and control the content of a program, for use abroad, on official United States positions, including interpretations of current events, identified as official positions by an exclusive descriptive label.

(2) The Secretary of State shall continue to provide to the Director on a current basis full guidance concerning the foreign policy of the United States.

(3) Nothing herein shall affect the functions of the Secretary of State with respect to conducting negotiations with other governments.

(d) To the extent the President deems it necessary in

order to carry out the functions transferred by the foregoing provisions of this section, he may authorize the Director to exercise, in relation to the respective functions so transferred, any authority or part thereof available by law, including appropriation acts, to the Secretary of State, the Director for Mutual Security, or the Director of the Foreign Operations Administration, in respect of the said transferred functions.

**Sec. 3. Performance of transferred functions.**—(a) The Director may from time to time make such provisions as he shall deem appropriate authorizing the performance of any function of the Director by any other officer, or by any employee or organizational entity, of the Agency.

(b) Representatives of the United States carrying out the functions transferred by section 2 hereof in each foreign country shall be subject to such procedures as the President may prescribe to assure coordination among such representatives in each country under the leadership of the Chief of the United States Diplomatic Mission.

**Sec. 4. Incidental transfers.**—(a) So much of the personnel, property, records, and unexpended balances of appropriations, allocations, and other funds, employed, used, held, available, or to be made available in connection with the functions transferred or vested by this reorganization plan as the Director of the Bureau of the Budget shall determine shall be transferred to the Agency at such time or times as he shall direct.

(b) Such further measures and dispositions as the Director of the Bureau of the Budget shall deem to be necessary in order to effectuate the transfers provided for in subsection (a) of this section shall be carried out in such manner as he shall direct and by such agencies as he shall designate.

**Sec. 5. Interim provisions.**—Pending the initial appointment under section 1 of this reorganization plan of the Director and Deputy Director, respectively, therein provided for, their functions shall be performed temporarily, but not for a period in excess of 60 days, by such officers of the Department of State or the Mutual Security Agency as the President shall designate.

## EXECUTIVE ORDER 10458<sup>1</sup>

### PROVIDING FOR THE ADMINISTRATION OF CERTAIN FOREIGN AID PROGRAMS AND RELATED ACTIVITIES

By virtue of the authority vested in me by the Mutual Security Act of 1951, as amended, the Act for International Development, as amended, and sections 301 to 303, inclusive, of title 3 of the United States Code, and as President of the United States, it is hereby ordered as follows:

**Section 1. International development.** (a) The functions conferred upon the Secretary of State by Executive Order No. 10159 of September 8, 1950,<sup>2</sup> 15 F. R. 6103, are hereby transferred to the Director for Mutual Security; and, accordingly, the said Executive order is amended by striking therefrom, wherever they appear, the words "Secretary of State" and inserting in lieu thereof, in each instance, the words "Director for Mutual Security."

(b) The Technical Cooperation Administration is hereby transferred from the Department of State to the jurisdiction of the Director for Mutual Security and shall be administered under his direction and supervision.

**Sec. 2. Participation in certain international organizations.** There are hereby delegated to the Director for Mutual Security the functions conferred upon the President by section 534 of the Mutual Security Act of 1951, as amended, section 12 of the Mutual Security Act of 1952, and section 303 of the Mutual Security Act of 1951, as amended, with respect to the Intergovernmental Committee for European Migration (as the successor of the Provisional Intergovernmental Committee for the Move-

<sup>1</sup> 18 Fed. Reg. 3150.

<sup>2</sup> BULLETIN of Sept. 25, 1950, p. 499.

ment of Migrants from Europe), the United Nations International Children's Emergency Fund, and the United Nations Korean Reconstruction Agency, respectively.

Sec. 3. *Ocean freight charges on relief supplies, etc.* The Mutual Security Agency is hereby designated as the agency of the Government which shall hereafter exercise the authority to pay ocean freight charges on shipments of relief supplies and packages under section 117 (c) of the Economic Cooperation Act of 1948, as amended, and section 535 of the Mutual Security Act of 1951, as amended.

Sec. 4. *Functions of Secretary of State and Department of State.* (a) Nothing in this order shall be deemed to modify the functions of the Secretary of State with respect to conducting negotiations with other governments.

(b) The Secretary of State and the Director for Mutual Security shall establish and maintain arrangements which will insure that the functions of the said Director under this order shall be carried out in conformity with the established foreign policy of the United States.

(c) The Secretary of State shall be responsible for making the United States contributions, under subsections (a) and (b) of section 404 of the Act for International Development, to the United Nations for technical cooperation programs carried on by it and its related organizations, and to the Organization of American States, its related organizations, and other international organizations for technical cooperation programs carried on by them, and for making United States contributions to the international organizations referred to in section 2 hereof. The Secretary of State shall also be responsible for formulating and presenting, with the assistance of the Director for Mutual Security, the policy of the United States with respect to the assistance programs of the international organizations referred to in this subsection and in section 2 hereof and for representing the United States in those organizations. Sections 1 (a) and 2 hereof shall be subject to this subsection.

(d) The Director for Mutual Security shall allocate to the Department of State funds which have been or may be appropriated or otherwise made available for contributions of the United States to the international organizations referred to in section 2 hereof or to those receiving contributions under subsections (a) and (b) of section 404 of the Act for International Development.

Sec. 5. *Miscellaneous provisions.* (a) Subsection (a) of section 2 and sections 3 and 4 of Executive Order No. 10300 of November 1, 1951,<sup>6</sup> as amended by Executive Order No. 10368 of June 30, 1952, are hereby revoked.

(b) There shall be transferred to the jurisdiction of the Director for Mutual Security, consonant with law, so much as the Director of the Bureau of the Budget shall determine of the personnel, property, records, and unexpended balances of appropriations, allocations, and other funds, employed, held, used, available, or to be made available in connection with the functions transferred, delegated, or assigned to the Director for Mutual Security or the Mutual Security Agency by this order. Such further measures and dispositions as the Director of the Bureau of the Budget shall deem to be necessary in order to effectuate the transfers provided for in this section shall be carried out in such manner as he shall direct and by such agencies as he shall designate.

(c) To the extent that any provision of any prior Executive order is inconsistent with the provisions of this order, the latter shall control and such prior provision is amended accordingly.

(d) All orders, regulations, rulings, certificates, directives, agreements, contracts, delegations, determinations, and other actions of any officer or agency of the Government relating to any function affected by this order shall remain in effect except as they are inconsistent herewith or are hereafter amended or revoked under proper authority.

DWIGHT D. EISENHOWER

THE WHITE HOUSE  
June 1, 1953

\* *Ibid.*, Nov. 19, 1951, p. 826.

## LETTER TO HEADS OF DEPARTMENTS AND AGENCIES

White House press release dated June 1

JUNE 1, 1953

To: The Heads of All Executive Departments  
The Director for Mutual Security

I have today transmitted two reorganization plans to the Congress and taken other actions by Executive order providing for a significant reorganization of the executive branch for the conduct of foreign affairs. This letter further defines relationships which will govern executive branch officials in the conduct of our international responsibilities.

The over-all foreign affairs reorganization which I desire to achieve is designed to emphasize the primary position of the Secretary of State within the executive branch in matters of foreign policy. I personally wish to emphasize that I shall regard the Secretary of State as the Cabinet officer responsible for advising and assisting me in the formulation and control of foreign policy. It will be my practice to employ the Secretary of State as my channel of authority within the executive branch on foreign policy. Other officials of the executive branch will work with and through the Secretary of State on matters of foreign policy. I shall also look to the Secretary of Defense as the Cabinet officer responsible, within the framework of foreign policy, for advising and assisting me in the formulation and control of military policy. Similarly, the Secretary of the Treasury, within the framework of foreign policy, shall continue to be the Cabinet officer responsible for advising and assisting me in the formulation and control of monetary and financial policy.

The Secretary of State, the Secretary of Defense, and the Secretary of the Treasury, as appropriate, shall review plans and policies relative to military and economic assistance programs, foreign information programs, and legislative proposals of the Foreign Operations Administration and the United States Information Agency, to assure that in their conception and execution, such plans, policies and proposals are consistent with and further the attainment of foreign policy, military policy and financial and monetary policy objectives. The Director of the Foreign Operations Administration and the Director of the United States Information Agency will assure the concurrence or participation of the appropriate Secretary before taking up with me any policy matters of concern to that Secretary.

The heads of these new agencies should furnish information to the Secretaries of State, Defense, and Treasury in such manner and form as may be agreed between the head of the agency and the Secretary concerned to insure that the program of the agencies and the implementation of such programs conform with foreign policy, military pol-

icy, and financial and monetary policy objectives.

To the maximum feasible extent consistent with efficiency and economy, the internal organization of the new agencies should be designed to permit ready coordination with subordinate levels of the Department of State. This would suggest parallel areas of responsibility for constituent units of the State Department and of the two new operating agencies wherever feasible. The two operating agencies should also enter into appropriate arrangements to insure the necessary coordination with each other. Overseas regional staffs should ordinarily be established for the operating agencies only where there is a regional organization or multilateral activity of sufficient importance to warrant the establishment of a diplomatic mission. The Chief of the United States diplomatic mission in each foreign country must provide effective coordination of, and foreign policy direction with respect to, all United States Government activities in the country. To the maximum practicable extent, there should be integrated supervision of personnel performing related economic or information activities in each foreign country. Appointments of all chief representatives abroad of the two new agencies, and of the chiefs of military assistance advisory groups abroad, should be cleared with the Secretary of State.

The Director of the Foreign Operations Administration should take full advantage of the advice and assistance available in other agencies. He should coordinate his operations with related operations in other agencies. At the same time, I expect the Director of the Foreign Operations Administration to maintain full control and direction over all foreign economic and technical assistance programs rather than turn this responsibility over to other agencies. We must have an integrated direction of technical assistance and other foreign assistance activities.

Since I am assigning to the Mutual Security Agency responsibility for paying ocean freight on voluntary relief shipments, I wish to make a corresponding change respecting the Advisory Committee on Voluntary Foreign Aid. This Committee, which was created pursuant to the President's letter to the Secretary of State, dated May 14, 1946, operates under the guidance of the Department of State, and coordinates public and private programs for foreign relief. The Committee should hereafter operate under the guidance of the Director for Mutual Security or the Director of the Foreign Operations Administration, as the case may be, and the State Department staff now assisting the Committee should be transferred to the Mutual Security Agency and thereafter to the Foreign Operations Administration.

The reorganization plan which creates the United States Information Agency also assigns exclusive responsibility to the Secretary of State for the control of the content of a program designed to assure accurate statements of United States official positions on important issues and current developments. It is my desire that this program be so administered as to keep these official United States positions before the governments and peoples of other countries. No material which is not a statement of official United States views, regardless of its nature, or origin, or the medium used for its dissemination, should be identified by the exclusive label which is provided.

The United States Information Agency will be the normal outlet for this program, but the Secretary of State may use other channels for disseminating this program abroad when in his judgment the use of such channels is required. The Director of the United States Information Agency should give full cooperation in providing the services and facilities necessary for the preparation, translation, transmission, and distribution of materials for this program.

The Director of the United States Information Agency shall report to and receive instructions from me through the National Security Council or as I may otherwise direct. I am directing that the necessary changes be made in existing arrangements for Government-wide coordination of foreign information activities to enable the Director of the United States Information Agency to serve as Chairman of the Psychological Operations Coordinating Committee.

The Secretary of State has an obligation to develop means of providing foreign policy guidance fully and promptly. The Foreign Operations Administration and the United States Information Agency must seek such guidance and establish appropriate means of assuring that its programs at all times conform to such foreign policy guidance.

The instructions in this letter supplement the actions which I have taken by Executive order and the reorganization plans. They will in turn be supplemented as necessary by other orders and by interagency arrangements. I am confident that the members of the executive branch, under the clear assignments of responsibility which I have provided, will continue to work together even more effectively as a team. Such teamwork is essential to our success in the conduct of foreign affairs and to the achievement thereby of a greater measure of peace, well-being, and freedom throughout the world.

DWIGHT D. EISENHOWER

## President's Proposal for Admission of European Migrants

*Statement by Acting Secretary Smith<sup>1</sup>*

In his letter of April 22, 1953<sup>2</sup> to the President of the Senate and the Speaker of the House of Representatives, President Eisenhower pointed to the tragic developments which left countless thousands of homeless refugees in Europe, and referred to the steady flow of persons escaping from Communist oppression to seek asylum in the free world. The President also pointed to the problem of population pressures as a source of urgent concern in several friendly countries in Europe. As a contribution to the solution of these problems, the President urged earliest consideration for his recommendations for emergency immigration legislation.

After careful study, the Department of State believes that the bill introduced by you, Mr. Chairman,<sup>3</sup> and 17 of your colleagues (S. 1917) will go a long way toward meeting the needs outlined by the President.

The Department of State is interested in the proposed legislation primarily because of its foreign-policy implications. The humanitarian aspects of the program are obvious. Its effect upon our relations with our European allies will be most favorable. It will assist in relieving situations which, under certain circumstances, would adversely affect the national security of the United States by undermining the economic and political stability of our allies.

We are faced with a number of serious problems having an important impact on the political, economic, and social life of friendly countries in Europe. Some of these problems are a direct outgrowth of World War II; others trace their origin

to totalitarianism. They are problems of population pressures and of escape from persecution, and they are creating situations in certain European areas which constitute a grave threat to important objectives of American foreign policy. During and after World War II the pressures from basic overpopulation increased tremendously. This is attributable in part to the virtual cessation of migration during the war years. Millions of people became refugees; other millions, because they were Germans, were expelled from their homes in Eastern Europe. There has also been a steady stream of persons fleeing to freedom from Communist terror in Eastern Europe.

Most of the nations of the free world have made a considerable effort to alleviate this situation. Through our own Displaced Persons Act of 1948, this Government admitted some 350,000 refugees from Germany, Austria, and Italy. Through the Intergovernmental Committee for European Migration, the United States and 21 other governments, including Australia, Canada, Israel, 12 Western European, and 6 Latin American countries, have worked conscientiously to help in the solution of this problem. This Committee, with U.S. assistance and leadership, hopes to move 120,000 from Europe in 1953 and 140,000 in 1954.

Various countries have participated substantially in receiving migrants from Europe. It is estimated that some 350,000 migrants are moving annually to overseas countries. Since 1945, Canada has admitted approximately 775,000 immigrants from Europe; Australia 720,000; Latin American countries approximately 125,000 annually. It is hoped that under U.S. leadership other nations will further increase their level of immigration from Europe.

The problem to which S. 1917 is addressed is one of great concern both to this Government and to our North Atlantic Treaty allies. It is imperative to reduce the population backlog created during the war and postwar years and recently aggravated by the flow of escapees from countries

<sup>1</sup> Made on May 26 (press release 288) before the Subcommittee on Immigration and Naturalization of the Senate Committee on the Judiciary on the President's proposal for the admission of 240,000 escapees, expellees, and persons from overpopulated areas in Europe. Acting Secretary Smith testified on May 21 before the Subcommittee on Immigration and Naturalization of the House Committee on the same proposal (press release 277; not printed).

<sup>2</sup> BULLETIN of May 4, 1953, p. 639.

<sup>3</sup> Sen. Arthur V. Watkins.

under Communist control. Serious economic and social problems have been created in areas of overpopulation and where refugees and escapees have concentrated. And not the least serious is that these problems become a factor in the growth of communism. The result is a drain on the economies of our Western European partners. Despite outside assistance, they have had to bear the principal burden themselves. West Germany and other countries have absorbed a large proportion of the backlog into their own economies, but they cannot handle this problem alone. Only through adequate emigration opportunities can the population pressures be reduced to manageable proportions.

S. 1917 seeks to contribute to a solution of two problems. One relates to overpopulation; the other to refugees—German expellees and escapees from communism. I believe it important to emphasize that S. 1917 seeks to meet these problems within the framework of the Immigration and Nationality Act of 1952. The security provisions of the Immigration and Nationality Act will be fully complied with. The screening of candidates for admission will be fully as rigorous as that provided under normal immigration. To protect the American labor market from undue overcrowding, S. 1917 contains provisions going beyond those set forth in the Immigration and Nationality Act. The Labor and Agriculture Departments will describe the process by which migrants under this program will have been assured of suitable employment prior to the issuance of a visa and will testify on the impact of the program on the domestic economy.

S. 1917 is a temporary measure which does not alter or amend the Immigration and Nationality Act. It is designed to meet an emergency situation through the issuance of 240,000 special-quota visas over a 2-year period.

I agree completely with you, Mr. Chairman, when you said at the time you introduced S. 1917, "All the necessary protections with respect to security are provided for in this bill. In no manner do the requirements differ from those of the Internal Security Act or the security provisions of the Immigration and Nationality Act." You pointed to another basic fact, which I should like to emphasize, when you said, "The selection of immigrants . . . is to be carried out exclusively by officials of the U.S. Government. Without exception, all determinations of eligibility and admissibility will be made by officials of this Government."

#### Provision for Special-Quota Visas

The program proposed by the bill would enable us, over a 2-year period, to admit 110,000 escapees and expellees now crowded into the Western Zones of Berlin, West Germany, and Austria. S. 1917 defines an "escapee" as anyone who has left the

Soviet Union or other Communist, Communist-dominated, or Communist-occupied area of Europe, and has refused to return to these areas. Persecution or fear of persecution on account of race, religion, or political opinions is the established yardstick. An "expellee" is any person of German ethnic origin, expelled from Eastern Europe, who is now residing in Berlin, Western Germany, or Austria. Both in the case of the escapee and in the case of the expellee, only those who are not firmly resettled are eligible.

Well over 8,000,000 people—expellees and escapees from communism—have already been absorbed by the Federal Republic of Germany. Large numbers cannot be absorbed, and the problem has been aggravated by a steady influx of those fleeing west from the oppressive heel of totalitarianism. Similarly a flow of East European escapees has added to the problem in Austria. It is toward these problems that the admission of 110,000 escapees and expellees now in West Berlin, Western Germany, and Austria is directed.

S. 1917 provides for the admission of another 15,000 escapees from communism now in the European territories of our NATO partners, including Turkey, and in Trieste. Here again, we would be offering hope to those who have left their homes and braved the terrors of Communist frontiers in a perilous quest for freedom.

The great contributions which these escapees have made here and in other Western nations are well known to this Committee.

The remaining special-quota numbers are made available to qualified persons from the territories of our NATO partners, Italy, the Netherlands, and Greece.

Italy's struggle to meet her overpopulation problem is well known. The President's letter of April 22 was received enthusiastically by the Foreign Ministers at the April meeting of the North Atlantic Council, offering as it did hope that help might be in sight for our common allies. All members of the North Atlantic Council have been deeply concerned with this problem, and various plans for increasing mobility of labor in Europe are being explored.

In Italy, the population problem is not a permanent and insoluble one. It results largely from the policy of the Mussolini regime of discouraging normal emigration; the high birthrate of the 1930's; the cessation of emigration during the war; and the influx of approximately one-half million people from the former Italian colonies and from Istria and Venezia Giulia. In the post-war period Italy's birthrate has been below that of most other West European countries. The current birthrate is 17.6 per 1,000 population, compared, for example, with 19.4 for France and 24.6 for the United States. The Italian problem is primarily one of handling the accumulated backlog which that country, despite its consistent efforts, cannot manage by itself.

### **Other Countries Help**

Over a period of time we have urged other friendly countries to help in this situation. From 1946 to 1951 approximately 750,000 Italians have been received by these countries. Approximately one-half million have gone overseas, while the remainder have been resettled in other European countries. The adoption of S. 1917 would provide further encouragement for others to increase their efforts. Our direct contribution under this program would be to admit 75,000 Italians from Italy and Trieste over a 2-year period.

The bill under discussion would also provide for the admittance, during the next 2 years, of 20,000 from the Netherlands. The desirable level of emigration from that country would be about 60,000 annually. Indonesian independence closed a traditional outlet for Dutch migration. Many Dutch families, settled in that area for generations, were repatriated to the Netherlands, a country badly devastated by the war and already seriously overcrowded. Last winter's flood disaster dramatized the pressing overpopulation problem. Last year about 50,000 emigrated, primarily to Canada and to Australia. The openings provided in the United States for 20,000 immigrants from the Netherlands in the next 2 years would not only be regarded as a most friendly gesture but would do much to strengthen the economy of one of our staunchest allies.

Greek efforts to contribute effectively to our Western defense against communism and to maintain decent living standards could be defeated by the crushing weight of surplus population. Each year Greece has six times as many new workers entering the labor market as Belgium and Sweden, which have populations of comparable size. Lack of resources and of arable land, war devastation, and Communist guerrilla activity, have gravely heightened the population problem. Emigration to Canada and Australia is beginning to help. The admission into the United States of an additional 20,000 Greeks would considerably ease the burden on the local economy and strengthen the bonds between this country and Greece which stands so courageously on the easternmost flank of our defenses.

Mr. Chairman, I thoroughly agree with the statement you made when you introduced S. 1917. You said, "the bill now being introduced is a good, honest piece of proposed legislation, carefully drawn to protect the United States, and it is drawn in such a way as to make clear what it is intended to be."

In summary, may I say again that the problems dealt with in the President's letter and in the proposed legislation are most critical. They concern friendly countries confronted by acute population pressures and burdened with an increasing

influx of escapees from communism. These countries have made magnificent efforts to absorb as many people as possible. The United States and other countries of the free world have supplemented these efforts by taking steps to assist in alleviating the problems. The program provided by S. 1917 would be our most effective contribution. Moreover, our example in adopting this legislation would encourage other countries to increase their efforts and enlarge their programs. Altogether we would be strengthening the internal soundness of our NATO allies and our friends in Europe as we continue in our common efforts to create effective defenses against threats of external military aggression. And, finally, gentlemen, the adoption of this legislation would offer hope of a life in freedom to many who risked their lives to flee from Communist tyranny in search of liberty.

### **THE DEPARTMENT**

#### **Confirmation**

The Senate on June 4 confirmed Samuel C. Waugh as Assistant Secretary for Economic Affairs.

### **THE FOREIGN SERVICE**

#### **Consular Offices**

The consulates at Hamilton, Ontario, and Victoria, British Columbia, are being closed to the public as of May 29. Hamilton will officially close by June 30, while Victoria will be officially closed by June 12, 1953.

The consular functions of Victoria are being transferred to the consulate general at Vancouver. Those of Hamilton are to be divided between the consulate at Niagara Falls and the consulate general at Toronto as follows:

Niagara Falls—Applications for visas from residents of Hamilton and the area between Hamilton and Niagara Falls.

Toronto—All consular functions, except visa work originating in and near Hamilton, as stated above.

#### **Chiefs of Mission To Remain at Their Posts**

The President announced on June 1 that the following chiefs of mission are to remain at their posts:

Angus Ward, Ambassador to Afghanistan  
Paul C. Daniels, Ambassador to Ecuador  
Edward B. Lawson, Minister to Iceland  
Monnett B. Davis, Ambassador to Israel  
Joseph Flack, Ambassador to Poland

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